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ABSTRACT

This report fulfills a requirement by the United States Department of Education to submit information on the condition of bilingual education in the nation. The report begins with a brief discussion of the history of bilingual education in the United States and a discussion of how bilingual education relates to the six national education goals identified by the President and the nation's governors. Chapter II provides an assessment of the need for bilingual education, as well as the needs of limited-English-proficient students, and the responses of school districts to meet those needs. Chapter III describes the instructional programs and the research and training activities administered by the Office of Bilingual Education and Minority Languages Affairs (OBEMLA). Chapter IV discusses the coordination of OBEMLA with other agencies and programs, and Chapter V identifies future issues in the Federal government's role in bilingual education. (JL)

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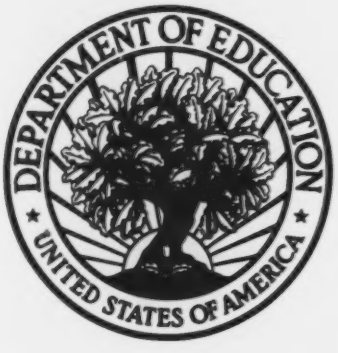
THE CONDITION OF BILINGUAL EDUCATION IN THE NATION:

A Report to the Congress and the President



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United States Department of Education
Office of the Secretary

June 30, 1991

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A Report to the Congress and the President

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THE CONDITION OF BILINGUAL EDUCATION IN THE NATION: A REPORT TO THE CONGRESS AND THE PRESIDENT

FISCAL YEARS 1989 AND 1990

CHAPTER I

INTRODUCTION

PURPOSE OF THIS DOCUMENT

Under the Augustus F. Hawkins-Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988, P.L. 100-297, Title VI, the Secretary of the U.S. Department of Education is required to prepare and submit to the Congress and the President a report on the condition of bilingual education in the Nation on June 30, 1991. This document fulfills this mandate by:

1. reporting on programmatic, research, and training activities administered by the Office of Bilingual Education and Minority Languages Affairs (OBEMLA), the office within the Department charged with the administration and operation of Title VII of the Elementary and Secondary Act, (The Bilingual Education Act);

2. describing the coordination of OBEMLA programs with other offices within the Department and other Federal agencies and programs; and

3. identifying and discussing key issues in bilingual education in preparation for the 1993 reauthorization of the Bilingual Education Act.

The report begins with a brief discussion of the history of bilingual education in the United States and a discussion of how bilingual education relates to the six national education goals identified by the President and the nation's governors. Chapter II provides an assessment of the need for bilingual education and the responses of school districts to meet that need. Chapter III describes the instructional programs and the research and training activities administered by OBEMLA. Chapter IV discusses the coordination of OBEMLA with other agencies and programs, and Chapter V identifies future issues in the Federal government's role in bilingual education.

HISTORY OF BILINGUAL EDUCATION IN THE UNITED STATES

Although Federal involvement with bilingual education in the United States began with the passage of the Bilingual Education Act of 1968, an amendment to Title VII of the Elementary and Secondary Education Act (ESEA) of 1965, it has its roots in early nineteenth-century America.

In the public schools of a number of states between 1839 and 1880, including Ohio, Louisiana, and New Mexico, German, French and Spanish were used for instruction. Between 1880 and 1917, German-English bilingual schools, in which both languages were used for instruction, operated in Ohio, Minnesota, and Maryland. In several other states, German was included in the curriculum as a subject rather than as a means of instruction. The same is true for Norwegian, Italian, Czech, Dutch, and Polish.[1]

In private schools, mostly parochial, German-English bilingual education flourished throughout the United States before 1800. Also during this period, many French schools were established in the northeastern United States (precursors of the modern-day Lyçée Français found in New York City, for example), and Scandinavian and Dutch schools were formed in the Midwest. It should be noted that many of these institutions were not actually bilingual schools but rather non-English schools that taught English as a subject in the curriculum. After 1880, the number of private schools offering instruction in other languages proliferated and included many, still in existence, for Japanese and Chinese children on the West Coast.

Contrary to the widely accepted myth that earlier immigrant groups managed without special programs, most of these children who entered schools were more likely to sink than swim in English-only language classrooms. In 1908, for example, just 13 percent of the twelve-year-olds enrolled in New York public schools,and whose parents were foreign-born, went on to high school, compared with 32 percent of white children whose parents were native-born.[2] Some immigrants with limited English skills and no formal education were able to succeed because the economy, with its industrial and agricultural base, relied on uneducated and unskilled labor.

From 1919 to 1950, American education turned away from the use of languages other than English for instruction in both the public and the private schools. This period in American history was marked by intense nativism. Public sentiment toward many foreign

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[1]Texas Education Agency, Report on Bilingual Education, 1990.

[2]James Crawford, Bilingual Education: History, Politics, Theory and Practice, 1989.

nationals and immigrants was not generally favorable. Instruction became increasingly concentrated in English to the exclusion of other languages. These changes particularly affected speakers of German, the group that had fostered bilingual education most extensively prior to the First World War. In many states, laws governing education resulted in school systems in which generations of children were scorned and punished for speaking languages other than English in school.[3]

One of the most important changes to occur in American society during the twentieth century was the transformation from an economy that relied on large numbers of unskilled workers to one that demanded highly trained workers. English literacy skills became virtually indispensable for increased participation in the labor force, although immigrants with no English skills or formal education could still find work in agricultural or service sector jobs in rural areas, cities and suburbs.

The impact of social change was also being felt in the schoolhouse. The Supreme Court's 1954 decision Brown v. Board of Education of Topeka, 347 U.S. 483, had spurred a new wave of activist leaders in education who were calling for reform, including school desegregation. In 1957, the launching of the satellite Sputnik by the Soviet Union led to a national consensus that the United States was behind at least one other nation in technology and educational quality. The National Defense Education Act was a response to this concern, and funds for foreign language training were provided to thousands of students. The civil rights movement, the Cold War, and a growing concern for educational quality eased the passage of the Elementary and Secondary Education Act in 1965. Three years later, the Federal government enacted the Bilingual Education Act of 1968. Individual states, such as Massachusetts, California, New Mexico, and Texas, had previously passed statutes instituting bilingual education.

In a memorandum dated May 25, 1970, the Office for Civil Rights in the former Department of Health, Education, and Welfare advised school districts of their responsibility to provide special language services to limited English proficient students under Title VI of the Civil Rights Act of 1964. The U.S. Supreme Court upheld this requirement in its 1974 decision in Lau v. Nichols. Since then the Office for Civil Rights has reviewed and approved special language services programs in hundreds of school districts nationwide. In addition, in its recently issued National Enforcement Strategy, the Office for Civil Rights made the provision of equal educational opportunities for national origin minority and American Indian students who are limited English proficient a priority issue for FY 1991.

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[3]Ibid.

Today, as the scheduled date for reauthorization of the Bilingual Education Act approaches, approximately 140 languages are included under federally funded Title VII Part A programs, serving an estimated 290,000[4] students nationwide for the 1990-91 academic year (FY 1990).

BILINGUAL EDUCATION AND THE NATIONAL EDUCATION GOALS

In September, 1989, at an historic summit in Charlottesville, Virginia, President George Bush and the nations' governors established national education goals to be met by the year 2000. It is the Department's position that bilingual education programs have the potential to address or are addressing each goal as it relates to students with limited English proficiency.

1. **By the year 2000, all children in America will start school ready to learn.**

Title VII projects specifically address this goal through preschool programs funded under the Special Populations Program, Transitional and Developmental Bilingual Education Program, and the Special Alternative Instructional Program.

2. **The high school graduation rate will increase to at least 90 percent.**

Although most bilingual education programs serve students in elementary and middle schools, 30 percent of Transitional Bilingual Education projects and 41 percent of Special Alternative Instructional Programs funded in FY 1990 serve high school students. In addition, the Department identified dropout prevention as one of the critical areas to be addressed by the "Innovative Approaches Research Project."[5] This research project draws on innovative and effective instructional approaches to improve the quality of education programs for Limited English Proficient students.

3. **American students will leave grades four, eight, and twelve having demonstrated competency in challenging subject matter including English, mathematics, science, history, and geography; and every school in America will ensure that all students learn to use their minds well, so they may be prepared for responsible citizenship, further learning, and productive employment in our modern economy.**

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[4]OBEMLA Applications Data.

[5]See p. 58 for a description of this study.

The purpose of Title VII programs is to ensure that all students become proficient in English in order to succeed in school and become productive members of society. In addition, the President and governors established two objectives under this goal: that the percentage of students who are competent in more than one language will substantially increase, and that students will be knowledgeable about the diverse cultural heritage of this nation. Programs funded under Title VII may enable students to become competent in more than one language and always recognize the cultural heritage of individual students as an aid in learning.

4. U.S. students will be first in the world in science and mathematics achievement.

The Department has attempted to address this goal through an invitational priority for Transitional and Special Alternative Instructional Programs that focus on improving LEP student achievement in mathematics and science. In addition, funding priority under the Educational Personnel Training and Short-Term Training Programs is given to projects that improve the competence of teachers in providing mathematics and science instruction to LEP students.

5. Every adult American will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.

Bilingual education programs funded by the Department recognize that literacy in English is absolutely necessary for access to better employment and to citizenship with greater rights and privileges. While the majority of the Department's bilingual programs address English literacy at the elementary and secondary level, the Family English Literacy Program provides financial assistance to help LEP adults and out-of-school youth achieve competence in the English language. In addition, the bilingual vocational training program, administered by the Office of Vocational and Adult Education, provides training to LEP adults in numerous occupational areas.

6. Every school in America will be free of drugs and violence and will offer a disciplined environment conducive to learning.

Many students served through Title VII programs live in communities and attend schools that suffer from above-average rates of drug use and incidents of violence. In the schools and communities in which this is the case, bilingual education programs attempt to address these concerns through concerted efforts to involve parents and communities in the education of these students.

CHAPTER II

ASSESSMENT OF THE NEEDS OF LIMITED ENGLISH PROFICIENT STUDENTS

This chapter describes the processes used to identify limited English proficient (LEP) students and the number and distribution of these students across the states. It also summarizes the responses of school districts to the educational condition of limited English proficient students.

METHODS FOR THE IDENTIFICATION OF LIMITED ENGLISH PROFICIENT STUDENTS

Within the parameters of state statutes and regulations, school districts use their own criteria for identifying LEP students. Current methods used by school districts generally include a combination of the following:

1. Teacher information or referral;
2. Parent information;
3. Home language surveys to gather information on students' language and background;
4. Evaluation of student records;
5. Assessment of achievement level -- a formal or informal procedure to determine students' levels of achievement in various academic subjects; and
6. Language assessment tests -- a formal or informal procedure to determine a student's level of English proficiency.

According to the Bilingual Education Act, the terms limited "English proficiency" and "limited English proficient" refer to:

> "(A) individuals who were not born in the United States or whose native language is a language other than English;
> "(B) individuals who come from environments where a language other than English is dominant; and
> "(C) individuals who are American Indian and Alaska Natives and who come from environments where a language other than English has had a significant impact on their level of English language proficiency;

and who, by reason thereof, have sufficient difficulty speaking, reading, writing, or understanding the English language to deny such individuals the opportunity to learn successfully in classrooms where the language of instruction is English or to participate fully in society. 20 U.S.C. 3283 (a)(1)

The Title VII legislation offers a broad definition of LEP and allows for a variety of services to a variety of groups, all of whom must meet the statutory definition of LEP. State laws establish a variety of instructional methods. The various methods used in each state for student identification are shown in Table 1.

TABLE 1

Methods Used By Participating States and Territories To Determine LEP Status, FY 1989

Methods Used	States Reporting Use of Method	Number of States
1. Language Assessment Tests	AK, AS, AZ, CA, CO CT, CNMI, DC, DE, GA, GU, HI, IA, ID, IL, IN, KS, LA, MD, MI, MN, MO, MS, MT, NC, ND, NE, NH, NJ, NM, NV, NY, OH, OK, OR, PALAU, PR, RI, SD, TN, TX, UT, VI, VT, WA, WI	47
2. Achievement and Criterion-Referenced Tests	AK, CO, CT, DC, DE, GU, LA, ID, IN, KS, LA, MD, MI, MN, MO, MS, MT, NC, ND, NM, NV, OH, OK, PALAU, PR, RI, SD, TN, TX, UT, VI, WI, WY	39
3. Teacher/Tutor Observation/Referral	AS, CO, CT, DC, DE, GU, IA, ID, IN, KS, KY, LA, MA, MD, MI, MN, MO, MS, MT, NC, ND, NH, NV, OH, OK, SD, TN, VI, WI, WY	30
4. Home Language Survey/Enrollment Form	AS, AZ, CA, CO, CT, CNMI, DC, GU, HI, IL, MD, MI, NE, NH, NJ, NY, ND, NM, OH, PALAU, RI, SD, TN, TX, VI, VT, WY	27
5. Oral Language Assessment/Interview/ Speech Test	AS, AZ, CA, CO, CT, DC, GU, HI, IL, MD, MI, MN, MS, MT, ND, NM, OK, SD, TX, VI, WA, WI, WY	25
6. Parent Information/ Recommendations	AK, AS, CO, DE, IA, ID, KS, KY, LA, MI, MN, MS, MT, NH, NC, ND, NE, NV, OH, OK, TN, VI, WI	24
7. Grades	CT, DE, IN, KS, LA, MI, MN, MS, MT, NC, ND, PALAU, TN, VI, WI	15
8. Informal Assessment/ Information	DE, IN, KS, KY, MD, MI, MN, MS, NC ND, NV, VT, VI, WI	14
9. Students' Comprehensive Records	AS, IA, IN, KS, LA, MI, MN, MS, MT, NC, ND, NV, SD	13
10. Committee/School Consultation Team	CNMI, IN, KS, LA, MI, MN, MS, ND, NV, SD	10
11. LEA Survey Form	AS, FL, ME, NH, NJ, OH	6
12. Locally Developed Tests	AZ, MD, MO, NJ, PALAU, VI	6
13. State Management Information Systems	FL, GA, ME	3
14. Grade Retention/ Deficiency	KS	1
15. School Recommendations	NE	1

Source: "Title VII SEA Data Report for FY 1989," U.S. Department of Education, OBEMLA, May 1991

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As indicated in this table, many states use multiple methods for student identification. For example, California and Colorado use language assessment, achievement and criterion referenced tests, home language surveys, and oral language assessments. New York relies on language assessment tests and home language surveys.

NUMBER AND DISTRIBUTION OF LIMITED ENGLISH PROFICIENT STUDENTS ACROSS THE STATES

In an effort to estimate the number of limited English proficient children in the United States, the Department commissioned the Bureau of the Census to conduct the English Language Proficiency Survey in the early 1980s. This survey entailed the administration of tests to determine the English language proficiency of a nationally representative sample of language minority children. Based on an extensive analysis of these data, the Department estimated that as of January 1986, between 1.2 million and 1.7 million children aged 5-17 lived in language minority households in the fifty states and the District of Columbia, made substantial use of a language other than English, and scored at or below the twentieth percentile on a measure of English language proficiency.

In a more recent estimate, the state education agencies receiving Title VII funding reported in school year 1989-90 a count of about 2.2 million limited English proficient students, including 227,000 limited English proficient students in Puerto Rico, the outlying territories and associated republics. Tables 2 and 3 show the numbers of LEP students reported by these jurisdictions for the 1988-89 and 1989-90 academic years, respectively. The figures in Tables 2 and 3 are taken directly from reports submitted by the state education agencies (SEAs) participating in the Title VII SEA Program. They represent the best available estimates on limited English proficient students. In making the generalizations that follow about LEP students, OBEMLA notes that there are problems in some SEA reports. (Initial findings from an OBEMLA-funded study[6] indicate that SEA data from some states show internal inconsistencies. See page 29 for more information.)

The proportion of LEP students has not remained constant throughout the United States. In 1989-90, California reported an increase of 118,972 LEP students, which represents an increase of 14 percent between school years. Unexpectedly, the greatest reported percentage increases in LEP students occurred in the Midwest: 38 percent in Montana; 46 percent in Oklahoma; 39 percent

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[6]"Report on SEA Title VII Data Quality, Comprehensiveness and Completeness for FYs 1985-1989," U.S. Department of Education, OBEMLA, May 1991.

TABLE 2

SEA Title VII Grants Program Reports, School Year 1988-89

State	A Public School Enrollment	B Private School Enrollment	C Pub.& Priv. Enrollment (A + B)	D LEPs in Pub.& Priv. Schools	E LEPs as Percent of Pub.& Priv. Enrollments	F LEPs in Supportive Programs*
ALABAMA **	-	-	-	-	-	-
ALASKA	106,839	5,953	112,792	11,489	10.2	11,489
ARIZONA	624,619	31,946	656,565	48,849	7.4	41,668
ARKANSAS **	-	-	-	-	-	-
CALIFORNIA	4,618,120	524,722	5,142,842	742,559	14.4	715,756
COLORADO	560,081	33,842	593,923	14,200	2.4	10,907
CONNECTICUT	461,308	76,412	537,720	14,000	2.6	14,000
DELAWARE	95,678	21,579	117,257	866	.7	-
DISTRICT OF COLUMBIA	87,955	11,666	99,621	3,093	3.1	2,188
FLORIDA	1,720,930	197,695	1,918,625	49,958	2.6	49,958
GEORGIA	1,110,272	93,352	1,203,624	4,748	.4	3,505
HAWAII	167,227	33,103	200,330	8,725	4.4	8,725
IDAHO	214,615	3,975	218,590	2,503	1.1	2,445
ILLINOIS	1,794,916	329,282	2,124,198	62,032	2.9	56,884
INDIANA	964,885	104,599	1,069,484	2,964	.3	2,529
IOWA	478,137	47,236	525,373	3,190	.6	2,725
KANSAS	426,596	28,077	454,673	3,586	.8	885
KENTUCKY	637,902	43,391	681,833	1,120	.2	-
LOUISIANA	789,927	119,400	909,327	10,127	1.1	10,127
MAINE	208,404	13,319	221,723	1,601	.7	460
MARYLAND	688,947	134,973	823,920	9,339	1.1	9,339
MASSACHUSETTS	825,409	126,579	951,988	36,329	3.8	33,029
MICHIGAN	1,521,033	200,526	1,721,559	33,855	2.0	16,740
MINNESOTA	731,183	82,165	813,348	10,159	1.2	3,826
MISSISSIPPI	503,326	36,581	539,907	2,713	.5	2,369
MISSOURI	806,639	104,417	911,056	2,779	.3	1,889
MONTANA	-	-	-	3,877	-	1,614
NEBRASKA	269,382	36,159	305,541	778	.3	742
NEVADA	176,474	8,278	184,752	5,175	2.8	5,737 @
NORTH CAROLINA	1,077,615	51,994	1,129,609	3,080	.3	2,993
NORTH DAKOTA	114,223	2,408	116,631	4,597	3.9	1,840
NEW HAMPSHIRE	105,256	5,592	110,848	740	.7	-
NEW JERSEY	1,080,871	174,833	1,255,704	38,833	3.1	37,645
NEW MEXICO	292,198	25,062	317,260	65,008	20.5	51,528
NEW YORK	2,548,710	491,377	3,040,087	158,011	5.2	96,666
OHIO	1,778,544	226,111	2,004,655	8,145	.4	7,701
OKLAHOMA	580,469	8,009	588,478	5,776	1.0	4,294
OREGON	461,752	28,765	490,517	6,578	1.3	1,606
PENNSYLVANIA **	-	-	-	-	-	-
RHODE ISLAND	136,348	24,345	160,693	5,934	3.7	5,934
SOUTH CAROLINA **	-	-	-	-	-	-
SOUTH DAKOTA	127,115	13,141	140,256	3,710	2.6	1,511
TENNESSEE	860,101	71,000	931,101	2,829	.3	2,854 @
TEXAS	3,236,867	165,654	3,402,521	298,547	8.8	250,823
UTAH	429,551	5,855	435,406	17,444	4.0	3,669
VERMONT	96,267	-	96,267	550	.6	150
VIRGINIA **	-	-	-	-	-	-
WASHINGTON	-	-	-	21,062	-	21,062
WEST VIRGINIA **	-	-	-	-	-	-
WISCONSIN	774,857	143,648	918,505	10,447	1.1	9,372
WYOMING	97,298	1,192	98,490	2,150	2.2	2,004
TOTAL STATES & DC	34,388,846	3,888,753	38,277,599	1,744,054	4.6%	1,511,188
AMERICAN SAMOA	11,648	1,949	13,597	10,870	80.0	10,870
GUAM	25,675	-	25,675	9,984	38.9	1,244
NORTHERN MARIANAS	5,296	1,312	6,608	4,101	62.1	1,868
PALAU	2,853	833	3,686	3,686	100.0	-
PUERTO RICO	661,576	33,036	694,612	171,231	24.7	106,608
U.S. VIRGIN ISLANDS	-	6,500	6,500	2,180	33.5	-
GRAND TOTALS	35,095,894	3,932,383	39,028,277	1,946,107	5.0%	1,631,778

* Title VII Sec.7021 b(2)(c)(D): LEPs in programs specifically designed to meet their educational needs.

** State did not receive Title VII (SEA) funds to collect data; no response required.

@ Where programs overlap, LEP students may have been counted more than once.

Source: "Title VII SEA Data Report for FY 1989," U.S. Department of Education, OBEMLA, May 1991

TABLE 3

SEA Title VII Grants Program Reports, School Year 1989-90

State	A Public School Enrollment	B Private School Enrollment	C Pub.& Priv. Enrollment (A + B)	D LEPs in Pub.& Priv. Schools	E LEPs as Percent of Pub.& Priv. Enrollments	F LEPs in Supportive Programs*	
ALABAMA **	-	-	-	-	-	-	
ALASKA	112,161	5,588	117,749	11,489	9.8	1,364	
ARIZONA	633,403	26,856	660,259	60,270	9.1	47,469	
ARKANSAS **	-	-	-	-	-	-	
CALIFORNIA	4,771,978	522,942	5,294,920	861,531	16.3	746,712	
COLORADO	562,755	34,753	597,508	15,011	2.5	9,236	
CONNECTICUT	n/a	n/a	n/a	n/a	n/a	n/a	
DELAWARE	97,808	22,016	119,824	1,470	1.2	773	
DISTRICT COLUMBIA	88,000	10,823	98,823	3,417	3.5	2,345	
FLORIDA	1,789,925	197,804	1,987,729	61,768	3.1	57,710	
GEORGIA	1,117,814	91,882	1,209,696	6,194	.6	4,530	
HAWAII	169,193	33,116	202,309	8,299	4.1	1,143	
IDAHO	186,853	5,301	192,154	3,440	1.6	3,389	
ILLINOIS	1,797,355	322,666	2,120,021	73,185	3.5	61,300	
INDIANA	952,247	n/a	952,247	4,001	.4	792	
IOWA	476,892	45,852	522,744	3,603	.7	3,324	
KANSAS	n/a	n/a	n/a	4,789	n/a	4,789	
KENTUCKY	330,667	47,382	378,049	1,344	.4	n/a	
LOUISIANA	789,963	117,580	907,543	7,088	.8	10,638	
MAINE	213,779	10,279	224,058	1,822	.8	966	
MARYLAND	685,568	133,798	819,366	10,787	1.3	10,048	
MASSACHUSETTS	827,396	125,586	952,982	40,057	4.2	37,999	
MICHIGAN	567,000	181,296	748,296	33,449	4.5	17,405	
MINNESOTA	731,992	78,701	810,693	11,858	1.5	4,314	
MISSISSIPPI	502,020	40,321	542,341	2,651	.5	n/a	
MISSOURI	807,934	101,466	909,400	2,844	.3	2,391	
MONTANA	152,237	8,407	160,644	6,286	3.9	4,432	
NEBRASKA	268,667	35,125	303,792	918	.3	867	
NEVADA	186,834	8,973	195,807	7,423	3.8	8,035	@
NEW HAMPSHIRE	122,907	4,675	127,582	664	.5	667	
NEW JERSEY	1,076,005	171,759	1,247,764	43,176	3.5	39,067	
NEW MEXICO	296,057	18,018	314,075	58,752	18.7	58,752	
NEW YORK	2,515,948	483,975	2,999,923	158,007	5.3	112,409	
NO. CAROLINA	1,078,161	53,083	1,131,244	4,586	.4	4,876	@
NO. DAKOTA	117,134	9,075	126,209	7,187	5.7	1,431	
OHIO	1,764,493	215,396	1,979,889	8,526	.4	10,184	@
OKLAHOMA	558,314	10,858	569,172	10,606	1.9	4,242	
OREGON	484,652	28,080	512,732	7,557	1.5	1,851	
PENNSYLVANIA **	-	-	-	-	-	-	
RHODE ISLAND	136,289	23,316	159,605	6,447	4.0	6,447	
SO. CAROLINA **	-	-	-	-		-	
SO. DAKOTA	127,115	13,983	141,098	6,048	4.3	1,571	
TENNESSEE	774,802	44,155	818,957	2,033	.3	3,315	@
TEXAS	3,328,381	116,892	3,445,273	309,862	9.0	234,423	
UTAH	427,304	10,666	437,970	18,636	4.3	2,578	
VERMONT	94,779	2,933	97,712	384	.4	150	
WASHINGTON	839,709	63,612	903,321	23,461	2.6	24,267	
VIRGINIA **	-	-	-	-	-	-	
WEST VIRGINIA	336,342	n/a	336,342	273	.1	160	
WISCONSIN	782,903	142,729	925,632	14,357	1.6	14,357	
WYOMING	95,945	1,227	97,172	2,272	2.3	1,873	
TOTAL STATES	33,777,681	3,622,945	37,400,626	1,927,828	5.2%	1,564,591	
AMERICAN SAMOA	12,372	2,293	14,665	11,761	80.0	11,772	
GUAM	n/a	n/a	n/a	n/a	n/a	n/a	
NO. MARIANAS	5,584	1,584	7,163	6,471	90.3	3,512	
PALAU	2,701	816	3,517	3,517	100.0	2,701	
PUERTO RICO	651,225	41,690	692,915	202,974	29.3	3,934	
U.S. VIRGIN IS.	n/a	6,341	n/a	2,230	n/a	1,968	
GRAND TOTALS	34,419,563	3,675,669	38,118,886	2,154,781	5.7%	1,588,478	

* Title VII Sec.7021 b(2)(c)(D): LEPs in programs specifically designed to meet their educational needs.

** State did not receive Title VII (SEA) funds to collect data: no response required.

@ Where programs overlap, LEP students may have been counted more than once.

n/a Reports not available, or containing incomplete data, are denoted by "n/a."

Source: OBEMLA, Division of Research and Evaluation, April 1991

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in South Dakota; and 36 percent in North Dakota. In the East, Delaware reported a 41 percent increase. Several states reported only slight increases in their LEP populations; among these were Hawaii, Mississippi, and New York.

Two states reported notable decreases in LEP populations between school years 1988-89 and 1989-90: 30 percent in Louisiana, 28 percent in Tennessee. Differences in criteria utilized in identifying LEP students, and improved counting procedures, may account for some of the dramatic changes, but there may be additional causes. These states may have fewer new LEP students enrolling in schools and existing LEP students may be learning English.

There is considerable variation among the states in terms of the proportion of LEP students among their overall student populations as reported for school year 1989-90. California reported 16 percent of its student population as LEP, New Mexico reported 19 percent, and Texas reported 9 percent. A number of states reported less than 1 percent.

Two major factors affect the estimation of LEP students in any given year. First, school districts and states use different criteria and methods to identify and evaluate LEP students. In order to address this issue, the use of a national definition of LEP students, based on specific standards, has been proposed. However, there is no consensus as to such standards among the states. Second, the changing nature of immigration to the United States may render any current estimate obsolete almost immediately. In addition, many language minority groups have a comparatively higher birth rate than the language majority group. Preliminary results of the 1990 census will provide the basis for the best current estimates of the LEP population; however, complete census results will not be available until 1992.

SCHOOL DISTRICT RESPONSES TO THE NEEDS OF LEP STUDENTS[7]

Limited English proficient students have two major needs: first, to develop their level of English proficiency so that they can fully benefit from instruction in English; and second, to enhance their academic progress in all subject areas.

One response to these needs is to teach limited English proficient students the English they need to succeed in school. In designing and implementing instructional programs for these students, school districts consider variables that affect the

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[7]This section describes instructional programs for LEP students that are designed and implemented by the LEAs. Title VII grants programs are described on pages 14-22.

attainment of English proficiency. Among these are age, the length of time that students are exposed to English before beginning instruction, socioeconomic status, prior formal education, and the patterns of language use in the community. In addition, there are school-related factors that may affect student achievement, including district resources, commitment to language programs, and the availability of well-trained bilingual staff. In considering these variables, educators create instructional programs that may vary between school districts and even within the same district or school.

Although there is variation among the programs offered by the LEAs, three main types emerge: transitional bilingual education, content English as a Second Language (ESL), and two-way bilingual programs. **Transitional bilingual education programs** teach English to elementary and secondary school LEP students, using English and the students' native language skills to develop English language skills. The program identifies specific reading and writing skills common to both English and the native (non-English) language and those skills that are unique to each language. This approach teaches skills in the native language and prepares students to transfer these skills to English. In addition, the program seeks to enable students to meet grade promotion and graduation requirements.

Content ESL programs provide ESL instruction with a "sheltered English" approach. This approach is often used in districts where the LEP population speaks many different languages. Specially trained teachers provide content area instruction in English. The English is modified to ensure that it is comprehensible for LEP students. The effectiveness of this approach rests on a collaborative curriculum developed by English language and content area teachers and the continuous coordination of instruction as students gain greater English proficiency.

In **two-way bilingual education programs**, structured English and non-English language instruction are designed to help LEP children achieve competence in English and their native language. The instruction is designed, to the extent necessary, and in all courses or subjects of study, to allow the students to meet grade promotion and graduation requirements. Whenever possible, classes consist of approximately equal numbers of students whose native language is English and LEP students whose native language is the second language used in the classroom.

These instructional approaches are not dependent on some theoretical "one best method" of instruction. Based on research, the Department believes that, properly implemented, any of these approaches can be effective. Their success is often predicated on the match between the students' instructional needs and social conditions and the instructional resources available to the schools.

The U.S. Department of Education has encouraged local school districts to assess both the needs of their LEP students and the instructional resources available. Assessment enables districts to implement the types of instruction that most efficiently meet the needs of students given available resources. Thus, flexibility in instructional design remains a critical element in Federal education policy for LEP students.

CHAPTER III

ACTIVITIES OF THE OFFICE OF BILINGUAL EDUCATION

This chapter summarizes the activities supported and administered by the Bilingual Education Act (Title VII) and the Emergency Immigrant Education Act, which authorize OBEMLA to administer grants and contracts for programs that serve limited English proficient persons. Part A of the act authorizes grants for programs designed to help limited English proficient individuals achieve English competence and meet grade promotion and graduation requirements. Part B funds are used primarily for the collection of data, research, and evaluation of funded programs and grants to state education agencies. Part C authorizes grants and contracts for preservice and inservice training of education personnel and technical assistance.

OBEMLA administers three programs authorized by two different statutes: the Bilingual Education Act, 20 USC 3281-3381, and the Emergency Immigrant Education Act of 1984, 20 USC 3121-3130. These laws authorize awards to local education agencies (LEAs) and state education agencies (SEAs), institutions of higher education (IHEs), public and private for-profit and non profit institutions, and individuals. Most Bilingual Education Act grants are awarded on a competitive, discretionary basis to eligible organizations. However, the Emergency Immigrant Education Act awards formula grants to SEAs based on numbers of eligible students. The SEAs in turn distribute funds to LEAs.

The Bilingual Education Act directs the Secretary of Education to coordinate programs funded under the act with other programs administered by the Department. These are the Chapter I LEA Program, Chapter 1 Migrant Education, Indian Education, Vocational Education, Adult Education, and Special Education. These programs will be discussed in Chapter IV.

PART A PROGRAMS--FINANCIAL ASSISTANCE FOR BILINGUAL PROGRAMS

The purpose of Part A is to assist LEAs and other eligible grantees in the development and support of instructional programs for students with limited English proficiency. Part A programs receive at least 60 percent of Title VII funds. Approximately 290,000[8] students were served in projects funded under Title VII Part A in FY 1990.

Discretionary grants are awarded to LEAs and other eligible recipients to develop and conduct the following types of programs:

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[8]OBEMLA Applications Data.

TABLE 4

Title VII Part A Funding for FY 1988, FY 1989, and FY 1990

State	FY 1988 AWARDS IN $	FY 1989 AWARDS IN $	FY 1990 AWARDS IN $
ALABAMA	-	-	161,700
ALASKA	1,158,711	1,079,757	949,004
ARIZONA	4,540,357	5,511,182	5,586,542
ARKANSAS	144,064	-	-
CALIFORNIA	31,324,932	36,899,649	40,574,928
COLORADO	1,335,636	1,321,364	1,175,473
CONNECTICUT	88,894	260,430	206,612
DELAWARE	-	-	-
DISTRICT OF COLUMBIA	391,476	694,665	793,009
FLORIDA	2,410,809	1,792,331	1,819,324
GEORGIA	142,555	192,555	68,260
HAWAII	832,213	978,782	932,734
IDAHO	172,010	-	83,948
ILLINOIS	2,684,750	2,759,949	3,459,741
INDIANA	403,717	539,070	477,578
IOWA	196,181	614,987	825,005
KANSAS	-	-	175,000
KENTUCKY	144,955	86,844	70,518
LOUISIANA	1,577,706	1,107,502	879,404
MASSACHUSETTS	2,126,832	1,774,845	2,792,844
MARYLAND	347,081	428,639	453,158
MAINE	738,882	332,312	332,147
MICHIGAN	2,636,067	2,664,868	2,341,545
MINNESOTA	1,167,578	1,168,997	1,094,160
MISSOURI	265,036	511,986	358,614
MISSISSIPPI	827,797	869,153	956,030
MONTANA	1,240,393	1,289,134	1,716,154
NORTH CAROLINA	74,497	-	-
NORTH DAKOTA	1,297,842	1,442,060	1,086,563
NEBRASKA	314,426	240,561	255,632
NEW HAMPSHIRE	-	-	-
NEW JERSEY	1,228,736	848,382	613,961
NEW MEXICO	5,015,836	6,138,928	5,734,964
NEVADA	429,416	380,807	203,529
NEW YORK	17,314,991	17,958,854	17,623,834
OHIO	624,304	473,896	540,142
OKLAHOMA	3,111,676	4,775,556	5,126,273
OREGON	703,303	1,465,408	1,992,924
PENNSYLVANIA	588,351	391,725	543,258
RHODE ISLAND	313,949	176,233	-
SOUTH CAROLINA	-	57,258	40,440
SOUTH DAKOTA	820,829	633,099	695,378
TENNESSEE	185,734	83,435	83,435
TEXAS	6,381,472	6,921,281	7,768,839
UTAH	589,400	618,139	569,685
VERMONT	-	-	-
VIRGINIA	359,111	191,393	56,919
WASHINGTON	1,590,488	2,315,182	1,940,848
WEST VIRGINIA	-	-	-
WISCONSIN	93,204	-	-
WYOMING	360,387	485,977	607,712
AMERICAN SAMOA	131,792	134,762	139,486
GUAM	420,801	185,819	-
NORTHERN MARIANAS	518,697	206,003	97,494
PALAU	701,872	340,415	280,989
PUERTO RICO	405,862	733,769	650,811
U.S. VIRGIN ISLANDS	106,279	119,003	145,103

Source: OBEMLA, Division of State and Local Programs, May 1991

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TRANSITIONAL BILINGUAL EDUCATION PROGRAM

- A program of structured English-language instruction and, to the extent necessary to allow a LEP child to achieve competence in English, instruction in the native language of the child. In addition, the cultural heritage of the child and other children in American society shall be incorporated into the instruction. Such instruction must, to the extent necessary, be in all courses or subjects of study to allow a LEP child to meet grade promotion and graduation requirements. These are three-year projects renewable for two additional years.

- Transitional bilingual education programs may permit the participation of up to 40 percent of children whose first language is English.

The following section provides an overview of the Transitional Bilingual Education Program for FYs 1988-1990.

Transitional Bilingual Education Program

Total	FY 1988	FY 1989	FY 1990
Projects	524	517	515
Funds	$82,676,000	$82,926,000	$80,176,000
Students[9]	202,546	194,469	226,000

DEVELOPMENTAL BILINGUAL EDUCATION PROGRAM

- A full-time program of structured English-language instruction and instruction in a non-English language designed to help LEP children achieve competence both in English and a second language while mastering subject-matter skills. The instruction must be, to the extent necessary, in all subjects to allow a child to meet grade promotion and graduation requirements. Where possible, classes must be composed of approximately equal numbers of students whose native language is English and LEP students whose native language is the second language of instruction. These are three-year projects renewable for two additional years.

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[9]From Special Issues Analysis Center, FY 1988; OBEMLA Part A internal reports, FY 1989; and OBEMLA staff abstracts, FY 1990.

The following section provides an overview of the Developmental Bilingual Education Program (DBE) from FY 1988 to FY 1990. The overview shows an increase from 2 DBE programs serving 450 students in FYs 1988-89 to 17 programs and serving 2,731 students in FY 1990. As a result, LEAs interested in OBEMLA-funded grant programs now have three options for addressing their unique parent, community, and school needs: Transitional Bilingual Education, Special Alternative Instructional, and Developmental Bilingual Education grants programs.

Developmental Bilingual Education Program

Total	FY 1988	FY 1989	FY 1990
Projects	2	2	17
Funds	$250,000	$250,000	$2,789,000
Students[10]	450	450	2,731

SPECIAL ALTERNATIVE INSTRUCTIONAL PROGRAM

- A program designed to provide structured English-language instruction and special instructional services that will allow a LEP child to achieve competence in the English language and to meet grade promotion and graduation standards. These programs are neither transitional nor developmental, but have specially designed curricula and are appropriate for the particular linguistic and instructional needs of the children enrolled. No native language instruction is required. These are three-year projects renewable for two additional years.

The following section provides an overview of the Special Alternative Instructional Program for FYs 1988-1990.

Special Alternative Instructional Program

Total	FY 1988	FY 1989	FY 1990
Projects	62	142	171
Funds	$6,362,000	$14,715,000	$17,940,000
Students[11]	14,230	36,579	45,570

[10]Ibid.

[11]Ibid.

ACADEMIC EXCELLENCE

- A program to facilitate the dissemination of effective bilingual practices of transitional and developmental bilingual education or special alternative instruction projects that have an established record of providing effective, academically excellent instruction and are designed to serve as models of exemplary programs. These are three-year projects.

Specifically, the Academic Excellence Program is designed:

- to identify programs of transitional bilingual education, developmental bilingual education and special alternative instruction, developed with either Federal, state or local funds, that provide academically excellent instruction for limited English proficient students; and

- to disseminate information about exemplary bilingual educational programs nominated by the SEAs, or validated by the U.S. Department of Education through its Program Effectiveness Panel.

Local education agencies, institutions of higher education and private nonprofit organizations are eligible recipients of these funds. The exemplary programs must be nominated by the state education agency or validated by the Department's Program Effectiveness Panel. Projects provide information, inservice training, and follow-up technical assistance to others interested in adopting the model programs.

Data below provides an overview of the Academic Excellence Program for FYs 1988-1990.

Academic Excellence Program

Total	FY 1988	FY 1989	FY 1990
Projects	11	12	12
Funds	$1,518,00	$1,692,000	$2,127,000

FAMILY ENGLISH LITERACY PROGRAM

- The Family English Literacy Program is designed to help limited English proficient adults achieve English language competence, facilitate parent participation in the education of their children, and assist aliens

eligible for temporary resident status under the 1986 Immigration Reform and Control Act to fulfill the educational requirements for permanent resident status.

- Special emphasis is given to parents and family members of LEP students in programs assisted under the Bilingual Education Act. These projects provide instruction that will result in improved academic achievement by LEP students. Instruction may be conducted exclusively in English or bilingually, using the native language of the participants. Linking Family English Literacy Program instruction for LEP parents and the education of their children is a crucial project element.

- Local education agencies, institutions of higher education, and private nonprofit organizations are eligible recipients of these funds.

The following section provides an overview of the Family English Literacy Program for FYs 1988-1990.

Family English Literacy Program

Total	FY 1988	FY 1989	FY 1990
Projects	35	34	37
Funds	$4,524,000	$4,566,000	$4,994,000
Students[12]	7,567	6,029	6,419

SPECIAL POPULATIONS PROGRAM

- Preschool, Special Education, and Gifted and Talented. Programs of instruction for LEP students in preschool, special education, and gifted and talented programs that are preparatory or supplementary to programs such as those assisted under the act. These are three-year projects.

Local education agencies, institutions of higher education, and private nonprofit organizations are eligible for assistance.

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[12]Ibid.

Special Populations Program

Total	FY 1988	FY 1989	FY 1990
Projects	36	43	49
Funds	$5,868,185	$6,612,223	$7,493,000
Students[13]	7,304	8,811	8,663

Table 4 shows Part A grant amounts by state, and Table 5 indicates the number of Part A program grants by state. The following section provides an overview of activities for Part A programs from FYs 1988-1990.

Part A Programs

Total	FY 1988	FY 1989	FY 1990
Projects	677	749	800
Funds	$101,198,000	$110,761,000	$115,779,000
Students[14]	233,594	249,000	288,964

Application Procedures

Applications for grants for transitional, developmental, and special alternative programs must contain information about children in the school district and those who are to receive instruction through the proposed program. Section 7021(c) of Title VII specifies these student data reporting requirements.

The applications must be developed in consultation with an advisory council. Parents and other representatives of LEP children to be served must comprise the majority of the council. This consultation and the notification to the state education agency of the application must be documented in the proposal.

These programs may engage exclusively in preservice activities during the first twelve months of their grants. Grants are for three years and may be renewed for two additional years.

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[13]Ibid.

[14]Ibid.

Final approval for a grant is given by the Secretary after a series of determinations including: whether (1) qualified personnel will be used; (2) the needs of private school students will be addressed; (3) the Federal funds will supplement, not supplant, state and local funds; (4) the district will provide adequate training for its bilingual personnel; (5) the grant assistance will contribute toward building the capacity of the district to provide a bilingual education program on a regular basis, and to continue the program when the grant assistance is reduced or ended; (6) the program will be evaluated in accordance with a plan that meets the requirements of Section 7033 of the act; and (7) whether the district will use appropriate student evaluation assessment procedures. In addition, the Secretary is required to give priority to applications from LEAs which propose to assist LEP children who have historically been underserved by programs of bilingual education, taking into consideration the relative numbers of such children in the LEAs schools and the relative need for such programs.

PART B PROGRAMS--DATA COLLECTION, EVALUATION, AND RESEARCH

Under Part B of the Bilingual Education Act, OBEMLA awards contracts and grants to collect data on limited English proficient students and services, to provide technical assistance to improve local evaluations, to evaluate program effectiveness, to conduct research on the improvement of bilingual education programs, and to collect, analyze, and disseminate information about bilingual education.

Historical Overview

Beginning with the second reauthorization of the Bilingual Education Act in 1974, there has been a legislative mandate for a "national research program in bilingual education." The first research agenda focused on three main areas: a national needs assessment for bilingual education, an investigation into the quality and effectiveness of services for LEP students, and studies to improve the program management and operation of Title VII of the ESEA. In the 1984 reauthorization, the research agenda was expanded to include evaluative and secondary analysis studies and the application of findings to policy formulation, program design, and management.

TABLE 5

Title VII Part A Program Grants by State
for FYs 1988 - 1990

State	Grants Awarded FY 1988						Grants Awarded FY 1989						Grants Awarded FY 1990					
	TBE	DBE	SAI	AEX	FEL	SPP	TBE	DBE	SAI	AEX	FEL	SPP	TBE	DBE	SAI	AEX	FEL	SPP
ALABAMA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-
ALASKA	8	-	-	1	1	1	4	-	1	1	1	3	2	-	2	1	1	2
ARIZONA	27	-	2	1	1	1	30	-	6	1	1	1	31	-	8	1	1	-
ARKANSAS	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
CALIFORNIA	160	-	19	3	9	5	178	-	43	4	11	7	183	7	54	4	13	11
COLORADO	5	-	4	-	2	-	5	-	7	-	1	-	4	-	6	-	1	1
CONNECTICUT	2	-	-	-	-	-	3	-	-	-	-	-	2	-	-	-	-	-
DELAWARE	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
DISTRICT OF COLUMBIA	-	-	1	-	3	-	1	-	2	-	2	-	1	-	3	-	2	-
FLORIDA	13	-	3	1	1	2	8	-	3	1	1	1	8	1	2	1	1	1
GEORGIA	1	-	-	-	-	-	1	-	-	-	1	-	-	-	-	-	1	-
HAWAII	5	-	-	-	-	-	4	-	2	-	-	-	3	-	2	-	-	-
IDAHO	2	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-
ILLINOIS	12	-	1	-	2	1	9	-	7	-	2	1	11	1	9	-	2	1
INDIANA	2	-	1	-	-	-	2	-	1	-	1	-	2	-	1	-	1	-
IOWA	2	-	1	-	-	-	4	-	1	-	-	-	6	-	-	-	-	-
KANSAS	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-
KENTUCKY	2	-	-	-	-	-	-	-	1	-	-	-	-	-	1	-	-	-
LOUISIANA	9	-	4	-	-	-	5	-	5	-	-	-	4	-	4	-	-	-
MAINE	3	-	-	1	-	1	2	-	-	-	-	-	2	-	-	-	-	-
MARYLAND	2	-	1	-	-	-	1	-	3	-	-	-	1	-	3	-	-	-
MASSACHUSETTS	8	-	-	-	2	2	8	-	1	1	-	-	10	3	2	1	-	1
MICHIGAN	14	-	1	-	3	-	13	-	3	-	2	-	12	-	3	-	2	-
MINNESOTA	6	-	-	-	1	2	6	-	-	-	1	2	6	-	-	-	1	1
MISSISSIPPI	2	-	-	-	1	-	2	-	1	-	-	-	2	-	2	-	-	-
MISSOURI	1	-	-	-	-	1	1	-	1	-	1	1	1	-	-	-	-	1
MONTANA	11	-	-	-	1	1	14	-	1	-	-	1	13	-	4	-	1	-
NEBRASKA	2	-	1	-	-	-	1	-	2	-	-	-	1	-	2	-	-	-
NEVADA	2	-	1	-	-	-	2	-	1	-	-	-	1	-	-	-	-	-
NORTH CAROLINA	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
NORTH DAKOTA	8	-	1	-	-	-	9	-	1	-	-	-	8	-	-	-	-	-
NEW HAMPSHIRE	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
NEW JERSEY	9	-	-	-	-	-	7	-	-	-	-	-	5	-	-	-	-	-
NEW MEXICO	25	-	-	-	-	3	30	-	-	-	-	6	29	-	-	-	-	6
NEW YORK	78	1	11	-	2	6	78	1	15	-	4	6	76	3	19	-	4	7
OHIO	5	-	-	-	-	-	4	-	-	-	-	-	5	-	-	-	-	-
OKLAHOMA	22	-	1	-	-	3	20	-	9	-	1	6	21	-	10	-	1	7
OREGON	4	-	1	-	-	-	5	-	5	-	-	1	4	1	8	-	1	2
PENNSYLVANIA	2	-	1	1	-	-	1	-	1	1	-	-	1	-	2	1	-	-
RHODE ISLAND	2	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-
SOUTH CAROLINA	-	-	-	-	-	-	1	-	-	-	-	-	1	-	-	-	-	-
SOUTH DAKOTA	5	1	1	-	-	-	4	1	1	-	-	-	5	-	1	-	-	-
TENNESSEE	1	-	1	-	-	-	-	-	1	-	-	-	-	-	1	-	-	-
TEXAS	33	-	2	2	2	2	30	-	8	1	3	3	34	-	11	2	3	4
UTAH	3	-	1	-	1	-	2	-	3	-	-	-	2	-	3	-	-	-
VERMONT	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
VIRGINIA	1	-	2	-	-	-	-	-	2	-	-	-	-	-	1	-	-	-
WASHINGTON	10	-	-	-	-	1	12	-	1	-	-	2	11	-	1	-	-	1
WEST VIRGINIA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
WISCONSIN	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
WYOMING	3	-	-	-	-	1	2	-	2	-	-	-	1	-	3	-	-	1
AMERICAN SAMOA	-	-	-	-	-	1	-	-	-	-	-	1	-	-	-	-	-	1
GUAM	1	-	-	-	-	1	-	-	-	-	-	1	-	-	-	-	-	-
NORTHERN MARIANAS	1	-	1	-	1	1	2	-	-	-	-	-	1	-	-	-	-	-
PALAU	4	-	-	-	1	-	2	-	1	-	-	-	1	-	1	-	-	-
PUERTO RICO	1	-	-	1	1	-	2	-	-	1	1	-	2	-	-	1	1	-
U.S. VIRGIN ISLANDS	1	-	-	-	-	-	1	-	-	-	-	-	1	-	-	-	-	-

TBE:Transitional Bilingual Education Program
DBE:Developmental Bilingual Education Program
SAI:Special Alternative Instructional Program
AEX:Academic Excellence Program
FEL:Family English Literacy Program
SPP: Special Populations Program

Source: OBEMLA, Division of State and Local Programs, May 1991

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As reauthorized by the Augustus F. Hawkins-Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988, the Bilingual Education Act now focuses on the diversity of the LEP population and allows local school districts a greater voice in selecting educational approaches to meet the needs of their particular LEP students. The current bilingual research agenda reflects these changes.

Current activities funded under Part B include support for the SEA Grants Program for the collection of data on the number of LEP students and educational services available to them; the evaluation of Title VII program operations and effectiveness; research to improve the effectiveness of bilingual education programs; and the collection, analysis, and dissemination of data and information on bilingual education.

Contracts and grants are made under Part B to support research, evaluation, data collection, aggregation and analysis; state education agency (SEA) grants; Evaluation Assistance Centers (EACs); and the National Clearinghouse for Bilingual Education (NCBE).

The Research and Evaluation Program

Funds allocated for research and evaluation are designed to strengthen instructional programs for LEP students. Under the research authority of the act, contracts were awarded to organizations and individuals totaling $2.7 million in FY 1988, $2.6 million in FY 1989, and $2.6 million in FY 1990.

Section 7035(b) of Title VII identifies several research activities to be assisted through competitive contracts. These activities include studies to determine and evaluate effective models for bilingual education programs; studies which examine the process by which individuals acquire a second language and master the subject matter skills required for grade promotion and graduation; longitudinal studies to measure the effects of Title VII on LEP students; and studies to determine effective and reliable methods for identifying students, teaching English to adults, providing preservice and inservice training, and providing bilingual education to handicapped students.

To ensure that these activities complement and do not duplicate other departmental efforts, they are coordinated with the National Center for Education Statistics and other units in the Office of Educational Research and Improvement (OERI), the Office of Planning, Budget and Evaluation (OPBE), and the Office for Civil Rights (OCR).

The research and evaluation efforts conducted under Title VII can be grouped into five major categories:

(1) Assessment of instructional strategies and materials used in the instruction of LEP students.

These studies provide information on characteristics of project participants and successful instructional practices. One recent study, entitled Longitudinal Study of Structured English Immersion Strategy, Early-Exit and Late-Exit Transitional Bilingual Education Programs for LEP Children, compared the effectiveness of three bilingual programs: structured English immersion, late-exit transitional bilingual education, and early-exit transitional bilingual education. The intent of the study was to describe characteristics of the instructional treatments and to identify similarities and differences among the three approaches. Identifying such differences and similarities will help determine how changes in student achievement can be attributed to the various instructional techniques. Due to the limited number of immersion and late-exit programs, this study could not compare all three programs on achievement at the same time. Direct comparisons were made between immersion and early-exit programs; late-exit programs were compared only within the three late-exit sites.

(2) Characteristics and outcomes of students enrolled in Title VII and other programs serving limited English proficient students.

These studies are designed to improve the accuracy and quality of information available about the numbers, background characteristics, and educational experience of LEP students. The National Education Longitudinal Study of 1988 (NELS:88), an example of a study in this category, included a nationally representative longitudinal sample of 24,599 eighth graders in 1,000 schools. This longitudinal study presents information about factors that influence a student's academic performance and social development. Much of the data relate to several of the national education goals: reducing dropouts and students at risk, demonstrating competency in math and reading, and reducing the amount of drugs and violence in our schools. Title VII participates in NELS:88 by funding an augmentation of the sample of language minority youth.

(3) Nature and effectiveness of education personnel training programs.

This study is designed to examine the status and impact

of Title VII assisted education personnel training programs. The information will be used to assist policy formulation and improve program design. The evaluation of the Title VII Education Personnel Training Program is an example of a study in this category. The primary purpose of this study is to collect descriptive information on the graduates of Education Personnel Training Programs located at four-year colleges and universities that certify and grant degrees.

(4) Improvement of existing programs.

This set of studies will identify methods that can be used to improve educational services for limited English proficient students. A study entitled A Review of Local Title VII Project Evaluation Plans and Evaluation Reports examines and describes Title VII grantees' current evaluation practices and results. Local evaluations will be assessed in terms of the types and degree of complexity of practices, adherence to the statutory and regulatory requirements for evaluation, the utility of results, and comparison of current practices and utility of results with the findings of earlier studies of Title VII evaluation practices. The final report will summarize the results of data collection and analysis and include brief case studies of local evaluation practices. The final report will also include recommendations to improve the quality and usefulness of local grantee evaluations in Title VII.

(5) Research and development of educational materials.

The Small Business Innovative Research (SBIR) program awards contracts to small businesses for research and development of educational materials. Phase I awards are for six months and support initial planning, research, and development. Phase II awards are for two years and support intense development and production of a resulting product. A final product, which can be a computer program, a curriculum, instructional materials, or other products and can be marketed by the small business firm after the contract terminates. Each year OBEMLA selects a topic related to the instruction of limited English proficient students for SBIR competition and funds Phase I and Phase II awards.

A complete list of the Part B research studies can be found in the Appendix on page 52.

OTHER PART B PROGRAMS

Evaluation Assistance Centers (EACs)

Part B of Title VII authorizes the establishment of at least two EACs to work with state and local agencies in developing methods and techniques for identifying and evaluating the educational needs and competencies of participants in their bilingual education programs and assessing the educational progress of these participants. In FY 1988, a total of $1.06 million was awarded to the two centers; in FY 1989, $1.12 million was awarded and in FY 1990, $1.25 million was awarded. Table 6 presents the service areas for the two (East and West) EACs and identifies the contractor currently providing services.

National Clearinghouse for Bilingual Education

The Clearinghouse is designed to collect, analyze, and disseminate information about bilingual education and related programs. It provides assistance to educators of limited English proficient students. A contract of $1.2 million was awarded in FY 1988, $1.1 million in FY 1989, and $1.0 million in FY 1990.

State Educational Agency Program

The State Educational Agency (SEA) program provides funds for SEAs to collect, aggregate, analyze, and publish data on the states' LEP population and the educational services provided to that population. SEA grants may also be used for:

- planning and developing educational programs;
- reviewing and evaluating programs of bilingual education (including those not funded by the act);
- providing coordination or supervision of technical and other nonfinancial assistance to LEAs, community organizations, and private schools serving LEP students;
- developing and administering instruments and procedures for the assessment of limited English proficient students' education needs;
- training state and local education agency staff; and
- developing and coordinating other activities to build the capacity of SEAs and LEAs to serve LEP students.

In FY 1988, fifty-two grants were awarded totaling $5.1 million. Of these, thirty-four were for $50,000, although grants to some large states were higher (e.g., California was awarded

TABLE 6

EAC SERVICE AREAS

EAST		WEST	
Contractor: Georgetown University		Contractor: University of New Mexico College of Education	
Maine		Alaska	
New Hampshire		Texas	
Vermont		Oklahoma	
Massachusetts		Nebraska	
Connecticut		Kansas	
Rhode Island		South Dakota	
New York		North Dakota	
Pennsylvania		Idaho	
West Virginia		Montana	
Kentucky		Wyoming	
Delaware		Oregon	
District of Columbia		Washington	
Ohio		Utah	
Virginia		Nevada	
New Jersey		New Mexico	
Maryland		Colorado	
Alabama		Arizona	
Georgia		Southern California	
North Carolina		Northern California	
Tennessee		Hawaii	
Florida		American Samoa	
Mississippi		Guam	
South Carolina		Commonwealth of Northern Marianas	
Arkansas		Republic of Palau	
Indiana			
Missouri			
Illinois			
Louisiana			
Iowa	Wisconsin		
Minnesota	Puerto Rico		
Michigan	Virgin Islands		

Source: "Title VII SEA Data Report for FY 1989," U.S. Department of Education, OBEMLA, May 1991

TABLE 7

Title VII, Part B, Funding to State Educational Agencies (SEAs)

SEA	FY 1988 AWARDS IN $	FY 1989 AWARDS IN $	FY 1990 AWARDS IN $
ALABAMA	-	-	75,000
ALASKA	50,000	75,000	75,000
ARIZONA	119,345	176,565	164,718
ARKANSAS	-	-	-
CALIFORNIA	1,155,982	1,181,902	1,122,895
COLORADO	51,567	75,000	75,000
CONNECTICUT	50,000	75,000	75,000
DELAWARE	50,000	75,000	75,000
DISTRICT OF COLUMBIA	50,000	75,000	75,000
FLORIDA	99,642	94,039	75,000
GEORGIA	50,000	75,000	75,000
HAWAII	50,000	75,000	75,000
IDAHO	50,000	75,000	75,000
ILLINOIS	106,257	101,484	84,933
INDIANA	50,000	75,000	75,000
IOWA	50,000	65,583	75,000
KANSAS	50,000	66,996	75,000
KENTUCKY	50,000	75,000	75,000
LOUISIANA	69,226	75,000	75,000
MAINE	50,000	75,000	75,000
MARYLAND	50,000	75,000	75,000
MASSACHUSETTS	101,788	88,379	75,000
MICHIGAN	161,908	107,971	87,075
MINNESOTA	50,000	75,000	75,000
MISSISSIPPI	51,433	75,000	75,000
MISSOURI	50,000	75,000	75,000
MONTANA	50,200	75,000	75,000
NEBRASKA	50,000	75,000	75,000
NEVADA	50,000	75,000	75,000
NEW HAMPSHIRE	50,000	75,000	75,000
NEW JERSEY	57,790	75,000	75,000
NEW MEXICO	156,921	174,134	177,426
NEW YORK	704,233	670,725	559,448
NORTH CAROLINA	50,000	50,000	75,000
NORTH DAKOTA	53,760	75,000	75,000
OHIO	51,443	75,000	75,000
OKLAHOMA	92,533	117,621	142,919
OREGON	50,000	75,000	75,000
PENNSYLVANIA	-	-	-
RHODE ISLAND	50,000	75,000	75,000
SOUTH CAROLINA	-	-	75,000
SOUTH DAKOTA	50,000	75,000	75,000
TENNESSEE	50,000	75,000	75,000
TEXAS	177,624	244,468	205,602
UTAH	50,000	75,000	75,000
VERMONT	50,000	75,000	75,000
VIRGINIA	-	-	-
WASHINGTON	83,330	75,000	75,000
WEST VIRGINIA	-	75,000	70,400
WISCONSIN	50,000	75,000	75,000
WYOMING	50,000	50,000	59,584
AMERICAN SAMOA	50,000	75,000	75,000
F.S. MICRONESIA	50,000	-	-
GUAM	50,000	75,000	75,000
NORTHERN MARIANAS	50,000	75,000	75,000
PALAU	50,000	75,000	59,584
PUERTO RICO	50,000	75,000	75,000
U.S. VIRGIN ISLANDS	50,000	75,000	75,000

Source: OBEMLA, Division of State and Local Programs, April 1991

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$1.2 million). In FY 1989, fifty-two grants were awarded totaling $6.0 million. The awards ranged from $75,000 to $1.2 million. In FY 1990 there were fifty-four awards totaling approximately $6 million. Table 7 includes the FY 1988, FY 1989, and FY 1990 SEA grant awards.

In order to assess the quality of data reported by the SEAs, OBEMLA contracted a study, "An Analysis of Title VII State Educational Agency Grant Report Requirements." On the basis of this study, OBEMLA will recommend policy changes regarding SEA data reporting requirements (see page 64 for more information). The contractor's review of compilations of state-reported data from FY 1985 to FY 1988, and state reports for FY 1989, cite specific examples in which some reports contain apparent inconsistencies. For instance, several states submitted totals for the number of LEP students enrolled in programs designed to meet their instructional needs [Bilingual Education Act, Section 7021(c)(2)(D)] that were greater than the total number of LEPs identified in the state [Bilingual Education Act Section, 7021(c)(2)(C)(i)].

PART C PROGRAMS

OBEMLA funds four types of training programs for educational personnel who are working with, or preparing to work with, limited English proficient students and for trainers of these personnel. Also funded are sixteen Multifunctional Resource Centers, which provide technical assistance and training to persons participating or preparing to participate in programs for limited English proficient persons. Table 8 indicates the amount of Part C funding by state for the same fiscal years. Table 9 indicates the number of Part C grants by state for FY 1988, FY 1989, and FY 1990.

Short-Term Training Program

The goal of this program is to improve the skills of teachers, other educational personnel, and parents who are involved in educational programs for limited English proficient students. Each year one or more of the following activities is selected as a priority:

- training designed to improve the instructional competence of teachers;
- training designed to improve the skills of other educational personnel; or
- training designed to improve the skills of parents.

TABLE 8

Title VII Part C Funding for FY 1988, FY 1989, and FY 1990

State	FY 1988 AWARDS IN $	FY 1989 AWARDS IN $	FY 1990 AWARDS IN $
ALABAMA	-	-	-
ALASKA	216,474	63,106	63,106
ARIZONA	814,132	752,396	812,880
ARKANSAS	-	-	-
CALIFORNIA	3,878,038	2,666,500	3,202,378
COLORADO	1,107,954	489,259	384,769
CONNECTICUT	268,694	156,041	335,106
DELAWARE	-	-	-
DISTRICT OF COLUMBIA	438,973	131,732	553,182
FLORIDA	1,013,885	1,023,885	983,715
GEORGIA	-	-	-
HAWAII	221,533	-	60,560
IDAHO	342,199	441,043	446,102
ILLINOIS	978,741	866,450	909,487
INDIANA	422,668	157,284	174,960
IOWA	-	-	-
KANSAS	-	-	-
KENTUCKY	-	-	-
LOUISIANA	138,135	273,793	512,175
MAINE	-	-	83,630
MARYLAND	244,657	141,350	160,805
MASSACHUSETTS	424,032	608,109	708,829
MICHIGAN	1,285,375	557,054	559,879
MINNESOTA	445,555	503,593	521,317
MISSISSIPPI	134,659	-	-
MISSOURI	-	-	-
MONTANA	434,259	649,097	565,953
NEBRASKA	-	-	-
NEVADA	-	184,761	-
NEW HAMPSHIRE	63,270	-	-
NEW JERSEY	648,680	503,330	469,359
NEW MEXICO	1,137,885	1,028,221	1,251,974
NEW YORK	3,605,413	3,214,657	2,550,848
NORTH CAROLINA	-	-	-
NORTH DAKOTA	-	-	-
OHIO	411,801	242,021	104,284
OKLAHOMA	583,579	413,191	447,912
OREGON	530,621	-	152,577
PENNSYLVANIA	749,474	514,399	320,362
RHODE ISLAND	349,781	246,360	133,446
SOUTH CAROLINA	-	-	-
SOUTH DAKOTA	91,244	87,927	-
TENNESSEE	-	-	-
TEXAS	3,837,212	3,022,001	3,019,429
UTAH	245,020	-	228,846
VERMONT	-	-	-
VIRGINIA	121,752	192,182	242,721
WASHINGTON	419,787	452,339	631,027
WEST VIRGINIA	-	-	-
WISCONSIN	292,192	289,853	313,220
WYOMING	-	-	-
AMERICAN SAMOA	-	-	65,483
GUAM	97,511	-	-
NORTHERN MARIANAS	-	-	-
PALAU	-	-	157,182
PUERTO RICO	611,723	513,307	288,769
U.S. VIRGIN ISLANDS	-	-	-

Source: OBEMLA, Division of National Programs, May 1991

TABLE 9

Title VII Part C Program Grants by State for FYs 1988 - 90

State	Grants Awarded in FY 1988			Grants Awarded in FY 1989			Grants Awarded in FY 1990		
	EPT	TDI	STT	EPT	TDI	STT	EPT	TDI	STT
ALABAMA	-	-	-	-	-	-	-	-	-
ALASKA	1	-	-	-	-	1	-	-	1
ARIZONA	6	-	-	5	2	1	3	2	2
ARKANSAS	-	-	-	-	-	-	-	-	-
CALIFORNIA	23	1	4	17	2	2	15	3	4
COLORADO	7	-	1	4	-	-	2	-	-
CONNECTICUT	2	-	-	1	-	-	2	-	-
DELAWARE	-	-	-	-	-	-	-	-	-
DISTRICT OF COLUMBIA	2	-	-	-	-	1	1	-	2
FLORIDA	6	1	-	4	1	2	3	-	3
GEORGIA	-	-	-	-	-	-	-	-	-
HAWAII	1	-	-	-	-	-	-	-	-
IDAHO	2	-	-	3	-	-	3	-	-
ILLINOIS	7	-	-	6	-	-	5	-	-
INDIANA	2	-	-	1	-	-	1	-	-
IOWA	-	-	-	-	-	-	-	-	-
KANSAS	-	-	-	-	-	-	-	-	-
KENTUCKY	-	-	-	-	-	-	-	-	-
LOUISIANA	1	-	-	2	-	1	2	-	1
MAINE	-	-	-	-	-	-	-	1	-
MARYLAND	2	-	-	1	-	-	1	-	-
MASSACHUSETTS	4	-	-	5	-	2	4	-	2
MICHIGAN	6	-	2	4	-	-	3	-	-
MINNESOTA	2	-	-	2	-	-	2	-	-
MISSISSIPPI	1	-	-	-	-	-	-	-	-
MISSOURI	-	-	-	-	-	-	-	-	-
MONTANA	3	-	-	5	-	-	4	-	-
NEBRASKA	-	-	-	-	-	-	-	-	-
NEVADA	-	-	-	-	-	-	1	-	-
NORTH CAROLINA	-	-	-	-	-	-	-	-	-
NORTH DAKOTA	-	-	-	-	-	-	-	-	-
NEW HAMPSHIRE	1	-	-	-	-	-	-	-	-
NEW JERSEY	4	-	-	3	-	-	2	-	-
NEW MEXICO	7	-	1	6	1	1	6	1	-
NEW YORK	28	-	-	26	-	-	18	-	-
OHIO	2	-	1	1	-	-	1	-	-
OKLAHOMA	2	-	3	2	1	1	2	1	1
OREGON	3	-	-	-	-	-	1	-	-
PENNSYLVANIA	5	-	-	5	-	-	1	-	-
RHODE ISLAND	4	-	-	3	-	-	2	-	-
SOUTH CAROLINA	-	-	-	-	-	-	-	-	-
SOUTH DAKOTA	1	-	-	1	-	-	-	-	-
TENNESSEE	-	-	-	-	-	-	-	-	-
TEXAS	26	2	1	21	3	-	19	2	-
UTAH	1	-	-	-	-	-	1	-	-
VERMONT	-	-	-	-	-	-	-	-	-
VIRGINIA	1	-	-	1	-	-	1	-	-
WASHINGTON	2	-	-	4	-	-	4	1	1
WEST VIRGINIA	-	-	-	-	-	-	-	-	-
WISCONSIN	3	-	1	3	-	-	2	-	-
WYOMING	-	-	-	-	-	-	-	-	-
AMERICAN SAMOA	-	-	-	-	-	-	-	-	1
GUAM	-	-	1	-	-	-	-	-	-
NORTHERN MARIANAS	-	-	-	-	-	-	1	-	-
PALAU	-	-	-	-	-	-	-	-	-
PUERTO RICO	5	1	-	4	1	-	2	-	-
U.S. VIRGIN ISLANDS	-	-	-	-	-	-	-	-	-

EPT: Educational Personnel Training Program
TDI: Training Development and Improvement Program
STT: Short-Term Training Program
Source: OBEMLA, Division of National Programs, May 1991

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Some of the projects include capacity-building components such as the trainer-of-trainers and peer coaching models, while others develop training manuals and videotapes for current and future training needs.

The following is a summary of program activities for the Short-Term Training Projects for FYs 1988-1990

Short-Term Training Project

Total	FY 1988	FY 1989	FY 1990
Projects	15	11	18
Funds	$1,469,922	$1,043,721	$1,887,081

Educational Personnel Training Program

This program provides funds to institutions of higher education to train teachers and other educational personnel to work with limited English proficient children. Most of the program participants are preservice or inservice teachers preparing to meet state or local certification requirements. Training is also provided to prepare counselors, administrators, and paraprofessional aides to work in bilingual education settings.

The following is a summary of activities for the Educational Personnel Training Program for FYs 1988-1990

Educational Personnel Training Program

Total	FY 1988	FY 1989	FY 1990
Projects	175	140	115
Funds	$24,874,870	$18,431,653	$16,927,051

Training Development and Improvement Program

This program encourages the development and improvement of bilingual education training programs in institutions of higher education. Activities may include developing or revising bilingual education training curricula, training bilingual education faculty, or recruiting faculty with expertise in bilingual education.

The following is a summary of activities for the Training Development and Improvement Program for FYs 1988-1990.

Training Development and Improvement Program

Total	FY 1988	FY 1989	FY 1990
Projects	5	11	11
Funds	$363,130	$937,626	$943,000

Bilingual Education Fellowship Program

Fellowships are awarded under this program to full-time graduate students pursuing degrees in areas related to programs for limited English proficient persons, such as teacher training, program administration, research and evaluation, and curriculum development.

Institutions of higher education (IHEs) receive approval for participation in the Fellowship Program from the Department. OBEMLA then determines the number of fellowships to be awarded at approved IHEs. Individuals nominated by the IHEs and selected by the Department must sign contracts agreeing to work in an authorized activity for the equivalent period that they received fellowship assistance. IHEs do not receive any funds for administrative costs under this program.

In FY 1988 and 1989, no funds were allocated for fellowships. However, in FY 1990, $1,956,000 was available to support 178 fellows at thirty institutions in sixteen states.

Multifunctional Resource Centers

The Department of Education is required by Section 7042(a) of Title VII to operate sixteen regional Multifunctional Resource Centers. These centers are regional units which engage in the following activities:

- provide technical assistance and training services to persons participating in or preparing to participate in bilingual education programs or special alternative instructional programs for LEP students,
- gather and disseminate bilingual education information to other centers on a particular area of bilingual education as mandated by the law, including, but not

TABLE 10

OBEMLA MULTIFUNCTIONAL RESOURCE CENTERS
FY 1991

SERVICE AREA 1 -	Maine, New Hampshire, Vermont, Massachusetts, Connecticut, Rhode Island
Contractor:	Brown University New England Multifunctional Resource Center
SERVICE AREA 2 -	New York State
Contractor:	Hunter College and the Research Foundation of the City University of New York
SERVICE AREA 3 -	Pennsylvania, Ohio, West Virginia, Virginia, Kentucky, New Jersey, Delaware, Maryland and District of Columbia
Contractor:	COMSIS, Corp.
SERVICE AREA 4 -	Alabama, Florida, Georgia, Mississippi, North Carolina, South Carolina, Tennessee
Contractor:	Florida Atlantic University
SERVICE AREA 5 -	Arkansas, Illinois, Indiana, Louisiana, Missouri
Contractor:	InterAmerica Research Associates Midwest Bilingual Education MRC
SERVICE AREA 6 -	Iowa, Michigan, Minnesota, Wisconsin
Contractor:	Upper Great Lakes MRC Wisconsin Center for Education Research
SERVICE AREA 7 -	Texas
Contractor:	Southwest Educational Development Laboratory
SERVICE AREA 8 -	Oklahoma, Kansas, Nebraska, South Dakota, North Dakota
Contractor:	University of Oklahoma Division of Continuing Education and Public Affairs
SERVICE AREA 9 -	Idaho, Oregon, Montana, Washington, Wyoming
Contractor:	Interface Network, Inc.
SERVICE AREA 10 -	Arizona, New Mexico, Utah, Colorado, Nevada
Contractor:	Arizona State University
SERVICE AREA 11 -	Southern California including the counties of Imperial, Los Angeles, Orange, Riverside, San Bernardino, and San Diego
Contractor:	San Diego State University Foundation
SERVICE AREA 12 -	Northern California, all counties north of and including San Luis Obispo, Kern, and Inyo
Contractor:	ARC Associates, Inc.
SERVICE AREA 13 -	Puerto Rico, the Virgin Islands
Contractor:	Metropolitan University
SERVICE AREA 14 -	Hawaii, American Samoa
Contractor:	ARC Associates, Inc.
SERVICE AREA 15 -	Guam, Wake Island, the Commonwealth of the Northern Marianas, the Republic of Palau, the Republic of the Marshall Islands, and the Federated States of Micronesia
Contractor:	University of Guam
SERVICE AREA 16 -	Alaska
Contractor:	Interface Network, Inc.

Source: OBEMLA, Division of Research and Evaluation, May 1991

limited to:

- bilingual special education,
- bilingual education for gifted and talented,
- bilingual vocational education,
- bilingual adult education,
- bilingual education program administration,
- literacy,
- education technology in bilingual programs,
- mathematics and science education in bilingual programs,
- counseling limited English proficient students, and
- career education programs for LEP students.

Sixteen centers were funded through contracts for $8.7 million in FY 1988, $10.0 million in FY 1989, and $10.2 million in FY 1990.

Table 10 lists each Multifunctional Resource Center (MRC). Figure 1 shows the MRCs geographic region of service and the states served by each EAC.

OTHER PROGRAMS ADMINISTERED BY OBEMLA

Two other programs that have provided assistance for limited English proficient students and are administered by OBEMLA are described below.

Emergency Immigrant Education Program

The Emergency Immigrant Education Program (EIEP) currently supports school districts that are heavily impacted by newly arrived students, almost all of whom are limited English proficient. This program allocates funds to the SEAs, which, in turn, distribute the monies to local educational agencies, which use the funds to teach English and other subjects and to give supplemental support, such as the provision of instructional materials. Table 11 displays the number of awards and immigrant children served by each state for FY 1988, FY 1989, and FY 1990.

In FY 1988 and FY 1989, twenty-nine states, Puerto Rico, and the District of Columbia were funded; and in FY 1990, thirty-one states, Puerto Rico, and the District of Columbia were funded. In FY 1990, approximately 44 percent of these students were in California. New York, Texas, Illinois, Florida, and Massachusetts also had a substantial number of students eligible for the program.

The following is a summary of activities for the Emergency Immigrant Education Program for FYs 1988-1990

Emergency Immigrant Education Program

Total	FY 1988	FY 1989	FY 1990
Funds	$28,722,000	$29,640,000	$30,144,000
Students[15]	427,870	478,172	602,178

Transition Program for Refugee Children

Until FY 1989, this program provided financial assistance to SEAs based on the number of eligible refugee children enrolled in the state's elementary and secondary schools. The SEAs distributed the funds to local education agencies, where they were used for instructional and support services, including English instruction.

Table 12 identifies the grant amount and the number of children and LEAs reported by the states for the Transition Program for Refugee Children (TPRC) for FY 1988 and FY 1989.

In FY 1988, forty-six state education agencies and the District of Columbia were funded for a total of $15,207,700 to serve 77,874 refugee children. In FY 1989, forty-six state education agencies and the District of Columbia were funded for a total of $15,808,000 to serve 74,084 refugee children. During this period, California served approximately 35 percent of the population. Other states with over 3,000 refugee children in either FY 1988 or FY 1989 were Florida, Illinois, Massachusetts, Texas, and Washington.

Congress did not appropriate funds for this program in 1990, and the Department has not requested TPRC funding for FY 1991.

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[15]OBEMLA grant application files for FYs 1988-1990.

TABLE 11

Emergency Immigrant Education Program
for FYs 1988 - 1990

State	FY - 1988 Student Count	FY - 1988 Awards in $	FY - 1989 Student Count	FY - 1989 Awards in $	FY - 1990 Student Count	FY - 1990 Awards in $
ALABAMA	-	-	-	-	-	-
ALASKA	-	-	-	-	-	-
ARIZONA	8,315	576,077	9,163	593,590	11,470	574,169
ARKANSAS	-	-	-	-	-	-
CALIFORNIA	200,110	13,535,052	227,148	14,197,090	268,455	13,438,398
COLORADO	2,544	172,642	1,910	119,703	1,345	67,328
CONNECTICUT	2,524	162,892	3,097	187,935	4,110	205,740
DELAWARE	-	-	-	-	-	-
DISTRICT OF COLUMBIA	4,264	297,434	4,978	319,413	6,211	310,912
FLORIDA	17,697	1,094,688	22,578	1,217,438	18,697	935,940
GEORGIA	935	62,484	961	59,051	3,032	151,773
HAWAII	3,707	257,481	3,064	194,448	2,913	145,820
IDAHO	-	-	-	-	-	-
ILLINOIS	18,332	1,205,661	20,522	1,265,322	30,965	1,550,055
INDIANA	-	-	-	-	-	-
IOWA	-	-	-	-	639	31,987
KANSAS	868	41,575	889	37,783	1,233	61,722
KENTUCKY	-	-	-	-	-	-
LOUISIANA	3,821	244,916	2,869	164,144	3,751	187,769
MAINE	-	-	-	-	-	-
MARYLAND	8,315	573,819	9,567	614,544	10,165	508,843
MASSACHUSETTS	12,481	766,806	15,479	898,076	16,903	846,135
MICHIGAN	2,667	166,312	3,496	205,704	1,913	95,762
MINNESOTA	2,494	127,765	2,380	109,821	2,260	113,132
MISSISSIPPI	-	-	-	-	-	-
MISSOURI	738	43,652	648	33,676	1,079	54,013
MONTANA	-	-	-	-	104	5,206
NEBRASKA	-	-	-	-	-	-
NEVADA	-	-	-	-	-	-
NEW HAMPSHIRE	-	-	-	-	-	-
NEW JERSEY	12,520	856,898	14,442	926,671	18,425	922,324
NEW MEXICO	2,335	165,302	2,512	164,155	3,126	156,482
NEW YORK	50,935	3,571,857	56,285	3,634,917	100,769	5,044,324
NORTH CAROLINA	-	-	-	-	-	-
NORTH DAKOTA	-	-	-	-	-	-
OHIO	1,870	102,784	1,730	94,130	1,445	72,334
OKLAHOMA	606	37,666	541	28,990	678	33,940
OREGON	1,312	84,482	1,386	80,320	2,233	111,780
PENNSYLVANIA	2,806	145,483	3,173	179,620	3,635	181,962
RHODE ISLAND	4,094	242,710	6,084	358,400	7,015	351,159
SOUTH CAROLINA	-	-	-	-	-	-
SOUTH DAKOTA	-	-	-	-	-	-
TENNESSEE	1,790	104,054	1,408	68,614	1,521	76,139
TEXAS	38,124	2,644,798	38,676	2,485,062	47,963	2,400,946
UTAH	1,667	110,607	1,749	96,789	6,376	319,172
VERMONT	-	-	-	-	-	-
VIRGINIA	9,447	636,354	10,018	627,292	9,800	490,571
WASHINGTON	7,329	470,638	7,945	463,369	9,623	481,711
WEST VIRGINIA	-	-	-	-	-	-
WISCONSIN	723	42,128	1,387	77,551	2,057	102,970
WYOMING	-	-	-	-	-	-
AMERICAN SAMOA	-	-	-	-	-	-
GUAM	-	-	-	-	-	-
NORTHERN MARIANAS	-	-	-	-	-	-
PALAU	-	-	-	-	-	-
PUERTO RICO	2,500	176,983	2,087	136,382	2,267	113,482
U.S. VIRGIN ISLANDS	-	-	-	-	-	-

Source: OBEMLA, Division of State and Local Programs, May 1991

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TABLE 12

TRANSITION PROGRAM FOR REFUGEE CHILDREN
for FYs 1988 - 89

STATE	FY - 1988 Student Count	FY - 1988 Awards in $	FY - 1989 Student Count	FY - 1989 Awards in $
ALABAMA	232	35,200	68	14,510
ALASKA	-	-	-	-
ARIZONA	546	114,900	480	102,420
ARKANSAS	176	34,700	134	28,600
CALIFORNIA	25,859	5,058,100	25,742	5,492,580
COLORADO	574	109,200	356	75,960
CONNECTICUT	1,098	209,600	889	189,690
DELAWARE	230	44,500	260	55,480
DISTRICT OF COLUMBIA	127	31,300	212	45,240
FLORIDA	7,523	1,385,000	10,078	2,150,350
GEORGIA	640	111,200	539	115,010
HAWAII	193	35,000	208	44,390
IDAHO	108	21,800	78	16,650
ILLINOIS	3,666	815,300	3,269	697,510
INDIANA	146	29,700	109	23,260
IOWA	528	102,000	482	102,850
KANSAS	973	198,000	1,046	223,190
KENTUCKY	360	77,200	205	43,750
LOUISIANA	1,241	222,100	1,061	226,390
MAINE	169	29,700	176	37,560
MARYLAND	717	139,800	493	105,200
MASSACHUSETTS	4,922	1,000,300	4,718	1,006,680
MICHIGAN	1,452	266,800	1,191	254,130
MINNESOTA	2,459	509,000	2,253	480,730
MISSISSIPPI	79	13,800	25	5,340
MISSOURI	499	90,500	416	88,770
MONTANA	53	12,000	41	8,750
NEBRASKA	214	40,200	438	93,460
NEVADA	164	32,500	161	34,360
NEW HAMPSHIRE	115	21,900	64	13,660
NEW JERSEY	1,686	322,000	820	174,970
NEW MEXICO	-	-	-	-
NEW YORK	2,667	555,600	2,763	589,550
NORTH CAROLINA	417	84,100	268	57,190
NORTH DAKOTA	78	18,600	50	10,670
OHIO	1,486	286,900	1,033	220,420
OKLAHOMA	401	62,200	339	72,240
OREGON	763	140,900	505	107,760
PENNSYLVANIA	2,117	411,400	1,359	289,970
RHODE ISLAND	1,798	362,900	1,518	323,900
SOUTH CAROLINA	77	15,300	24	5,130
SOUTH DAKOTA	79	14,400	23	4,910
TENNESSEE	840	183,600	912	194,600
TEXAS	3,492	636,600	2,644	564,160
UTAH	441	73,900	473	100,930
VERMONT	37	8,700	20	4,270
VIRGINIA	2,167	411,700	1,779	379,590
WASHINGTON	2,950	564,700	3,006	641,400
WEST VIRGINIA	-	-	-	-
WISCONSIN	1,295	262,900	1,356	289,330
WYOMING	-	-	-	-
AMERICAN SAMOA	-	-	-	-
GUAM	-	-	-	-
NORTHERN MARIANAS	-	-	-	-
PALAU	-	-	-	-
PUERTO RICO	-	-	-	-
U.S. VIRGIN ISLANDS	-	-	-	-

Source: OBEMLA, Division of State and Local Programs, May 1991

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CHAPTER IV

OTHER FEDERAL SUPPORT FOR LIMITED ENGLISH PROFICIENT STUDENTS

A number of other Federal assistance programs, not funded under Title VII nor administered by OBEMLA, also serve limited English proficient students. Among these programs are:

- Chapter 1 LEA Program
- Chapter 1 Migrant Education
- Indian Education
- Bilingual Vocational Training
- Adult Education
- Special Education
- Head Start
- The National Center for Research on Cultural Diversity and Second Language Learning

Many of these serve school districts that also receive Bilingual Education Act grants. All of these programs are administered by the U.S. Department of Education with the exception of Head Start, which is administered by the Department of Health and Human Services. In a major way, Chapter 1 Neglected and Delinquent Children (84.013), Education for the Disadvantaged (84.010) and Even Start (84.213) Programs enroll LEP students, as well.

Chapter 1 LEA Program

Funds under Chapter 1 of Title I of the Elementary and Secondary Education Act of 1965 constitute the largest Department of Education expenditure for elementary and secondary education. In FY 1988, $4.3 billion was appropriated for Chapter 1, $4.6 billion in FY 1989, $5.2 billion in FY 1990. The major Chapter 1 programs in which LEP students participate are the LEA Grant Program and the Migrant Education Program. A district survey showed that 530,000 LEP children received Chapter 1 ESL services during school year 1986-87.[16]

The Chapter 1 Local Educational Agency Grant Program serves educationally disadvantaged students in school districts with relatively high concentrations of children from low-income families. Chapter 1 provides financial assistance for supplemental, remedial instruction to meet the special educational needs of educationally disadvantaged children. The funding level for the LEA program was $3.8 billion in FY 1988, $4 billion in FY

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[16]Source: "Chapter 1 Services to Language Minority LEP Students," U.S. Department of Education, November 1988, p. 12.

1989, and $4.6 billion in FY 1990.

Chapter 1 Migrant Education

The other Chapter 1 program that involves LEP students in a major way is the Migrant Education Program. This program provides educational and support services to the children of agricultural or fishing industry workers who have migrated within a state or between states in order to obtain temporary or seasonal work. Funding supports state education agency efforts, often conducted through local education agencies, to serve the instructional needs of these migrant children. In FY 1989, the program was funded at $272 million, which increased to $282 million in FY 1990.

Higher Education Programs for Migrant Students

The Office of Migrant Education operates two higher education programs for migrant and seasonal farm workers (as well as the State Migrant Education Program and Migrant Even Start). They are the High School Equivalency Program and the College Assistance Program. The High School Equivalency Program provides funds for project grants to postsecondary educational institutions and public and nonprofit private organizations to assist the children of migrant and seasonal agricultural workers (aged seventeen and older) in obtaining the equivalent of a high school diploma (GED), in entering institutions of higher education, and in seeking placement in employment or in the military. The FY 1990 appropriation was approximately $7.9 million. The College Assistance Program provides funds for project grants to postsecondary educational institutions and public and nonprofit private organizations to provide supportive services that assist the children of migrant agricultural workers, admitted or enrolled as full-time freshmen at an institution of higher education. The FY 1990 appropriation was approximately $1.7 million.

Indian Education

The Indian Education Act of 1988, as amended, Title V (Part C), 25 USC 2601-2651), [P.L. 100-297], authorizes Federal financial assistance for a wide range of educational assistance for programs for Indian children and adults. The largest Indian Education Act activity is the Subpart 1, Formula Grants Program. In 1988 the program awarded 1,098 grants totaling $45.7 million, serving an estimated 320,500 students. In 1989, the number of grants increased to 1,212, totaling $49.2 million serving 351,200 students. In FY 1990, the number of grants increased to 1,160, totaling $50.8 million serving 347,200 students.

The Subpart 1, Discretionary Grant Program for Indian

Controlled Schools awarded twenty-two grants in FY 1988 to serve an estimated 5,366 students; twenty grants in FY 1989 to serve an estimated 5,949 students; and eighteen grants in FY 1990 to serve an estimated 4,600 students. FY 1990 grants awarded under Subparts 2 and 3 of the Indian Education Act included Educational Personnel Development Programs, Educational Services for Indian Children Program, Planning, Pilot and Demonstration Projects for Indian Children, and the Educational Services Program for Indian Adults. In addition, funds are provided for a Fellowship Program under Subpart 2 of the Indian Education Act.

Bilingual Vocational Training

Section 441 of the Carl D. Perkins Vocational and Applied Technology Education Act authorizes three programs for bilingual vocational training. The total program appropriation was $3,734,000 in FY 1988, $3,771,000 in FY 1989, and $2,959,000 in FY 1990.

Bilingual Vocational Training -- In FY 1988, the Bilingual Vocational Training subprogram received $2,800,500 and made eleven grant awards. Those eleven grants were continued for a second year of funding in FY 1989, using the subprogram's FY 1989 appropriation of $2,828,250. Over the two-year period, the eleven grants provided training to approximately 1,000 limited English proficient adults in such occupational areas as word processing, computerized bookkeeping, chef's training, printing, electricity, childcare provider, building maintenance, and commercial truck driving. Eight new bilingual vocational training grants will be awarded using the program's FY 1990 appropriation of $2,219,250.

Bilingual Vocational Instructor Training -- In FY 1989, five grants were awarded under the Bilingual Vocational Instructor Training subprogram, using the subprogram's combined FY 1988 and FY 1989 appropriations ($560,100 and $565,650, respectively). These grants ran for eighteen months and provided inservice training to instructors, aides, counselors and other ancillary personnel working in vocational programs for limited English proficient adults. One new bilingual vocational instructor training grant will be awarded using the program's FY 1990 appropriation of $443,850.

Bilingual Vocational Materials, Methods and Techniques -- Over the past several years, dollars appropriated for the Bilingual Vocational Materials, Methods and Techniques program have been used to develop curricula and other resource materials to improve employment and training opportunities for limited English proficient individuals. In FY 1988 the program received $373,400. In FY 1989 it received $373,400, and in FY 1990 it received $295,900. The projects supported by these dollars have developed materials on industry-based bilingual vocational training programs,

identified effective methods for serving limited English proficient individuals in vocational programs in the nation's community colleges, and conducted research on the various techniques for teaching literacy in English as a second language programs.

Adult Education for Limited English Proficient Adults

The adult education program is authorized by the Adult Education Act, as amended. The objectives of the act are to improve educational opportunities for adults who lack basic education and citizenship skills, to enable adults to complete secondary school, and to help them benefit from job training and retraining programs.

The Adult Education Act defines an individual of limited English proficiency as:

> An adult or out-of-school youth who has limited ability in speaking, reading, writing, or understanding the English language and (A) whose native language is other than English; or (B) who lives in a family or community environment where a language other than English is the dominant language.

The Department estimates that in program year 1989 (July 1, 1988-June 30, 1989) over 3.3 million adults were enrolled in adult literacy programs, 2.2 million in adult basic education, 1.1 million in English as a second language programs, and 997,000 in adult secondary education programs. California, Florida, New York, Texas, and Illinois have the largest concentration of limited English proficient adults.

Authorized under Section 372 of the Adult Education Act are the National Clearinghouse on Literacy Education, the state-administered English literacy program, and research about methods and approaches for instructing limited English proficient adults.

- 372(d)(2) -- The National Clearinghouse on Literacy Education (NCLE) has been established as an adjunct ERIC clearinghouse under contract with the Center for Applied Linguistics. The Clearinghouse provides information, materials, and technical assistance on literacy education for limited English proficient adults and out-of-school youth. The database of NCLE includes research reports, directories, curriculum materials, program evaluations, and teacher/tutor training guides. One of the first year products of the Clearinghouse is the <u>Directory of Literacy Programs for Limited English Proficient Adults and Out-of-School Youth.</u>

- 372(a) -- The state-administered English literacy program

provides grants to states for English literacy programs for individuals of limited English proficiency. For the program year beginning July 1, 1989, the Federal grant totaled $4,466,000; in program year 1990, $5,888,000. No funds were appropriated in 1991.

- 372(d)(1) -- A contract has been awarded to Aguirre International, Inc., San Mateo, California, to conduct an eighteen-month national research study to identify effective English as a second language programs for adult students. Major findings of the study will be incorporated into a Handbook for Adult ESL Literacy Programs. This practitioners' guide, due October 1991, will include curriculum modules to illustrate current teaching methods in English literacy.

In addition to the above activities, the Division of Adult Education and Literacy has also awarded contracts to meet the training needs of teachers and the literacy and language needs of migrant farm workers. A national thirty-month study being conducted by Pelavin Associates, Washington, D.C. entitled, "The Study of Adult Basic Education/English as a Second Language Instructor Training Approaches" involves two phases. Phase I will examine instructor training priorities, and Phase II will develop and field test training modules.

The National Adult Migrant Education project was awarded to Slaughter & Associates, Woodward Hills, California. The final products of the study are The Education of Adult Migrant Farmworkers: A Handbook for Teachers and Administrators, Volume I and II. Volume I is a resource base for administrators and teachers, and Volume II describes applications for teachers and administrators in providing instruction and services to meet the educational needs of adult farmworkers.

Special Education Programs for Limited English Proficient Students

Data from the Twelfth Annual Report to Congress (1990) on the Implementation of the Individuals With Disabilities Education Act, prepared by the Office of Special Education Programs (OSEP) of the Office of Special Education and Rehabilitative Services (OSERS), shows a total of 4,587,370 children ages 0 - 21 served in school year 1986-87 under Part B of the Education for the Handicapped Act and Chapter 1 of the Elementary and Secondary Education Act, State-Operated Programs. An increase of 2.1 percent over the previous year, this figure represents the most significant increase since the 1981-82 school year. State and local resources fund the remaining costs of special education and related services for children and youth with disabilities.

The Office of Special Education Programs does not collect data by ethnic group categories since this is the responsibility of the Office for Civil Rights (OCR). The Elementary and Secondary School Survey of that office regularly reports the number of students receiving special education by ethnic group in the Nation's public schools. Unweighted data from the 1986 OCR survey show the following proportion of students served in special education as a function of enrollment in public schools.

Native Americans	10.0%
Asian or Pacific Islanders	3.7%
Hispanic	7.6%

Data from the Office of Special Education Programs shows that as a function of school enrollment, the percent of children overall who were identified with disabilities grew from 8.2 percent in 1976-77 to 9.9 percent in 1989-90. Of the students who are served in special education programs, data are not available on the number or percent of those children who are limited English proficient. The literature suggests, however, that language and cultural differences may interact with factors associated with assessment and referral to special education. This has, in the past, in some regions of the country for some disabilities and for some limited English proficient populations, resulted in the over-representation of students with language, ethnic, or cultural differences in classes for students with mental retardation or other learning disabilities.

Two major studies funded in FY 1990 under the Research in Education of the Handicapped Program (CFDA 83.023) examine issues in the delivery of services to students with disabilities from nonstandard English, limited English proficiency, and/or non-dominant cultural groups. The studies will develop and test strategies for adapting the delivery of educational services to accommodate the cultural and language patterns of these students.

The studies will examine issues in the delivery of special education and related services to Hispanic and other minority children, for whom language and cultural differences may influence the effectiveness of assessment and services. One of these (Eugene Research Institute) will develop microethnographies for these students and explore the extent to which services are fragmented, whether students are provided opportunities for language and cognitive growth by all personnel, and the extent to which instruction reflects current thinking on effective teaching of second language students. Outcomes will include the development of intervention strategies and materials for special educators and classroom teachers to use with mildly handicapped language minority students. This study was funded in FY 1990 for $299,948.

The second study is relevant to the delivery of related services to an Hispanic and African American population. This

project (University of Illinois at Chicago) will examine identified points of confusion in the context of educating the minority and limited English proficient special needs child. The relationships between the child and school professionals, child and family, and parents and school professionals will be studied to determine how misunderstandings may occur that will adversely affect the provision of related services. Outcomes will include a training program to enable teachers and related services personnel to become aware of the sources of cultural misunderstanding and reflect and modify their actions to employ more effective communication and interaction strategies. This study was funded in FY 1990 for $299,062.

Head Start

The Head Start Program is authorized by the Human Services Reauthorization Act of 1990 (P.L. 101-501, 42 USC 9831). The FY 1990 budget was $1.6 billion and $1.95 billion in FY 1991.

Head Start programs served more than 450,970 three-, four- and five-year old students from low-income families in FY 1989, 548,470 in FY 1990, and an estimated 600,000 in FY 1991. About 16 percent of this these students are Spanish speakers. Smaller percentages are speakers of Chinese and Vietnamese dialects, French, Haitian Creole and other non-English languages. Most of these children receive English proficiency instruction.

Four curriculum models developed in the early 1970s are still used today to meet the linguistic and self-esteem needs of limited English proficient Spanish-speaking students. They are the following:

- Alerta is a multicultural, bilingual approach to teaching young children. This curriculum draws on the children's cultural tradition and experience. It encourages bilingualism through continued development of the first language while the second language is being acquired.

- Amanecer is a multicultural action network for early childhood education resources. The goals of this model are to improve children's competence in conceptual and verbal skills and enhance self-esteem in a bilingual, bicultural environment.

- Nuevas Fronteras de Aprendizaje uses the children's home experiences and first language to develop their second language. The curriculum supports each child's cognitive learning style.

- Un Marco Abierto promotes the children's first and second language development through classroom activities that

stimulate natural conversation. Spanish-speaking and English speaking children are grouped together so they can help one another learn.

The National Center for Research on Cultural Diversity and Second Language Learning

This Center is funded by the Office of the Assistant Secretary for Educational Research and Improvement. Its mission is to promote the intellectual development, literacy, and thoughtful citizenship of language minority students and the appreciation of the multicultural and linguistic diversity of the American people. The Center will focus on the relationships between first and second language learning and cultural and linguistic factors in the achievement of literacy. Other projects will help develop teaching strategies to improve the learning of children from diverse cultural backgrounds and develop alternative methods of assessment for these children.

Dissemination of useful information to improve teaching and learning is a central part of the Center's work. Dissemination will be directed toward language minority children, their parents and teachers, as well as to research centers, policy makers, advocacy groups, researchers and others concerned with their needs. A special feature of the dissemination strategy is its focus on specific instructional problems identified by classroom teachers.

Chapter V

CRITICAL CHALLENGES FOR BILINGUAL EDUCATION

MEETING THE INCREASING NEED FOR BILINGUAL EDUCATION

The need for bilingual education has increased in recent years because of the continuous growth of the limited English proficient (LEP) student population. While relevant 1990 census data are not yet available, state reports for the 1989-90 academic year indicate the presence of 2.2 million [17] LEP students, an increase of several hundred thousand over the level of five years earlier. Of these, 1.6 million LEPs are reported as enrolled in programs designed specifically to meet their educational needs. According to applications submitted and awarded for FY 1989, applicants planned to serve approximately 240,000 LEP students.[18]

Meeting the needs of these students requires having available teachers qualified to serve in bilingual education programs, as well as other educational personnel qualified to provide support services to LEP students (for example, counselors, health staff). A critical challenge for the future will be to increase the capacity of alternative certification efforts and existing teacher training programs to add new teachers, and to retrain current regular program teachers to serve the LEP population. Appropriate retraining will require a focus not only on theoretical and practical knowledge of second-language acquisition but also understanding of, and sensitivity to multicultural experiences.

REDIRECTING THE RESEARCH AGENDA

Bilingual education research should direct its energies toward questions such as, what are the characteristics of successful approaches and how can they be replicated? For too many years research in bilingual education has centered on determining whether bilingual education works and which methodologies work best. There are two reasons for redirecting research efforts toward a focus on successful approaches and techniques. First, it is unlikely that there can be a single, nationally representative impact study that will provide a single, definitive answer to the question of "what works" that would be accurate for every local context. One problem in making generalizations about the impact of bilingual education is the diversity of identification procedures, used by the states to identify LEP students. Another issue involves the validity and

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[17]See Table 3, "SEA Title VII Grants Program Reports, School Years 1989-90," Column D, page 10 in this report.

[18]OBEMLA Applications Data.

reliability of tests used with this population. Second, twenty-two years after the passage of the Bilingual Education Act and the implementation of programs funded under the act, enough is known to identify effective, even exemplary programs, to determine why they work, and to use this information to improve other programs. For example, a recently completed, multi-year study, the Longitudinal Study of Immersion Programs for LEPs, found that teachers not only do most of the talking, but also do not encourage or motivate LEP students to develop verbal academic language[19] and cognitive skills needed to succeed in the regular academic program. Instead, teachers often require simple information recall, rather than generating original, higher cognitive responses. OBEMLA proposes to encourage innovative teacher training programs that develop cognitive and verbal academic language skills and provide "language rich" classroom environments for LEP students.

To meet the highest possible standards of research quality, OBEMLA plans to secure greater cooperation and involvement from the academic community in the design of Federal studies on bilingual education. In addition to requiring that outside technical experts read Title VII grant applications during the selection process, OBEMLA will seek expert advice before studies begin and as they are conducted.

SETTING FUTURE PRIORITIES FOR THE OFFICE OF BILINGUAL EDUCATION AND MINORITY LANGUAGES AFFAIRS

OBEMLA is currently identifying issues that will be important during the next reauthorization of the Bilingual Education Act. Changes should be considered that reflect the findings of recent research and that would increase the flexibility of state and local program administrators and teachers. The following issues will be examined in our reauthorization discussions:

1. Should the statutory limitations on student participation in Title VII programs be modified in light of the findings of the Longitudinal Study of Immersion Programs for LEPs? (See page 52 for a summary of the findings.)

2. Should the active language production strategies recommended in the Longitudinal Study of Immersion Programs for LEPs be incorporated into the regulations

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[19]Academic language has been described as the universe of language skills that students need in order to participate and succeed in subjects areas such as mathematics and science (Simich-Dudgeon, C., McCreedy, L., Schleppegrell, M.: Communication as Integration: Classroom Implications for the LEP Student; Center for Applied Linguistics, 1988).

governing applications for Title VII classroom instructional grants?

3. Should the program's parental involvement component be strengthened by requiring grant applicants to submit detailed parent participation plans that would receive additional rating points? This might include learning mathematics and science skills, training to train other parents, and learning to work with their children on schoolwork on a regular basis. Should we reserve a portion of Title VII grant funds to foster parental participation programs?

OBEMLA also plans to concentrate on strengthening its program administration efforts in order to ensure program compliance and accountability, improve evaluation capabilities, and improve coordination efforts. Through its semiannual management institutes, OBEMLA has begun to improve SEA and LEA program directors' understanding and knowledge of applicable laws and regulations. Acting on the findings of a recent analysis of Title VII evaluation efforts, OBEMLA has begun to communicate to local program directors, as well as to OBEMLA program officers, the importance of high-quality evaluation plans and reports. Finally, through both sets of activities, OBEMLA is holding Title VII programs accountable for results. Though we may be convinced, through professional and personal experience, that these programs produce results, we must know what those results are. Comprehensive, ongoing evaluation activities and strict compliance with the law will provide results. OBEMLA intends to emphasize coordination efforts among diverse government entities serving LEP students and among SEAs, LEAs, and institutions of higher education.

ESTABLISHING THE ROLE OF BILINGUAL EDUCATION IN ACHIEVING THE NATIONAL GOALS AND THE PRESIDENT'S STRATEGY: AMERICA 2000

Finally, OBEMLA believes it has a role in enhancing the ability of bilingual education programs to contribute to the achievement of the national education goals set by the President and the governors in 1989. (See page 4 of this report for a listing of the national education goals.) These goals are entirely consistent with the primary goal of Federal bilingual education programs: to assist language minority students in acquiring English language proficiency and in mastering core subjects so that they can become full and productive members of society. Through its programs and activities, OBEMLA intends to increase the ability of LEAs to meet that primary goal and to communicate more effectively to teachers and administrators the importance of that tenet, thereby progressing toward the national goals.

OBEMLA looks forward to the following initiatives, building on

"AMERICA 2000: An Education Strategy," to help accomplish the national goals:

1. an increase in preschool projects to strengthen the likelihood of children starting school ready to learn;

2. an emphasis on the connection between the process of learning English and the process of learning the five core content areas so that the latter become vehicles for strong competence in cognitive academic language;

3. an effort to increase attention and services to older, secondary-level LEP students to stem dropout rates, raise graduation rates and improve adult literacy; and

4. a thorough assessment of developmental bilingual education programs, which could increase the percentage of American students who are competent in more than one language.

APPENDIX

APPENDIX

BILINGUAL EDUCATION STUDIES
FUNDED BY THE U.S. DEPARTMENT OF EDUCATION

A Study of Evaluation Assistance Centers
Completion Date: May 1989

A study entitled "An Analysis of the Level of Demand for the Title VII Evaluation Assistance Centers (EACs) Services" was completed on both the EAC East and the EAC West by the Atlantic Resources Corporation.

The study team collected and analyzed data from interviews with the EACs, nine local education agencies (LEAs), and four state education agencies (SEAs).

The major findings included:

- Both EACs prioritize their services to provide assistance to as many Title VII LEP programs as possible.
- EAC assistance was reported as accessible, responsive, and enthusiastic.
- Workshops are the principal mechanism to introduce EAC services and to provide assistance.
- Existing EAC staff are not adequate to serve client needs. Demand for EAC services will continue to grow, and future staffing needs will have to be studied.

Case Study of Exemplary Migrant Education Programs
Completion Date: December 1989

Development Associates, Inc., has identified effective migrant education projects and described, through case studies, the major features of these projects that contribute to positive student outcomes.

The contractor has developed a two-volume "Handbook of Effective Migrant Education Practices" that highlights practices that could be replicated in schools and districts seeking to improve their programs for migrant children. Volume one summarizes major administrative and instructional practices found to be common in many of these effective projects. Volume two presents detailed case studies of the sixteen projects.

Among the major findings of the study are that effective migrant education projects:

- Actively recruit migrant children through various resources;
- Carefully place their students and monitor progress through the use of district-level placement and diagnostic testing;
- Have direct access to the Migrant Student Record Transfer System (MSRTS); and
- Coordinate instructional services with regular school programs and encourage parental involvement.

The Longitudinal Study of Structured English Immersion Strategy, Early-Exit and Late-Exit Transitional Bilingual Education Programs for Language Minority Children
Completion Date: February 1991

This study compared the relative effectiveness of two alternative programs (structured English immersion and late-exit transitional bilingual education) with that of early-exit transitional bilingual education programs. The intent of the report is to describe characteristics of the instructional treatments and to identify similarities and differences among the three instructional approaches. Identifying such differences and similarities will help determine how changes in student achievement can be attributed to various instructional techniques.

According to the study's final report (Aguirre, 1991):

- The three programs represent three distinct instructional models. The participating teachers demonstrated and sustained language-use patterns that were faithful to the respective models, and the differences in student performance were overall attributable to differences in those approaches rather than to student, or other critical characteristics.
- Notwithstanding the programmatic differences, there were important and surprising similarities. Classroom activities tended to be teacher-directed, with limited student opportunities to produce language. Students produced language only when directly working with a teacher and then only in response to teacher initiations. Across all programs, teacher questions were typically low-level requests for simple information recall. The strategies used made for a passive learning environment which placed limits on students' opportunities to produce language and develop more complex language and conceptual skills.

- On the average, teachers in all three programs had sufficiently high oral English language skills to teach effectively in English. However, on the average, only the late-exit program had teachers with Spanish oral language skills that were sufficiently high to effectively teach in Spanish.

- Regarding relative impact, after four years in their respective programs, limited English-proficient students in immersion strategy and early-exit programs demonstrated comparable skills in mathematics, language and reading when tested in English. There were differences among the three late-exit sites in achievement level in the same subjects: students in the site with the most use of Spanish and the site with the most use of English ended grade six with the same level of skills in English language and reading; students in the two late-exit sites that used the most Spanish, however, posted higher growth in mathematics skills than the site which abruptly transitioned into almost all English instruction. Students in all three programs realized a growth in English language and reading skills that was as fast or faster than the norming population.

- Parental involvement, particularly in length of time spent helping students with homework, appears to be greatest in the late-exit programs. This suggests that schools should explore how they might use the home language of their students to engage parents in the schooling of their children.

The National Longitudinal Evaluation of the Effectiveness of Services for Languages Minority, Limited English-Proficient (LEP) Students
Completion Date: March 1990

A joint initiative by OBEMLA and the Office of Planning, Budget and Evaluation from 1982 to December 1989, this study examined the effectiveness of instructional services provided to limited English-proficient (LEP) students in relation to particular individual, home and school/district characteristics. The Department is planning to contract with the National Academy of Sciences to undertake a review of the quality and appropriateness of the methodologies employed both for data collection and analysis of this very rich database. Findings from the Descriptive Phase (1984-87) include:

- The need for LEP services is not evenly distributed geographically across states and districts. Almost 70 percent of all LEP students resided in California, 20 percent in Texas, and 11 percent in New York.

- LEP students were found to be more disadvantaged economically than other students. Ninety-one percent of LEP students were eligible for free or reduced-price lunches compared to 47 percent of all students in the same schools.

- LEP students were found to be at-risk academically, performing below grade level in native-language skills as well as in English and other subjects, as early as first grade. However, mathematics skills are reported to be generally superior to language skills in either language.

- Most instruction of LEPs is provided in English, or a combination of English and the native language.

- There were significant problems with district and school procedures for entry or exit:

  -- Almost half of the schools countered district policy and reported using only one criterion for program entry.
  -- The entry criteria selected were of the less rigorous variety, such as staff judgement or oral language tests versus the use of English reading/writing tests, as required by district policies.
  -- Schools with relatively small enrollments of LEP students (under 50) mainstreamed an average 61 percent of LEP students per year in all English-medium classrooms, compared with 14 to 20 percent of LEP students mainstreamed in schools with relatively large LEP enrollments.
  -- Eighty-two percent of districts placed no time limit on continued participation in the bilingual program.

- Instructional staff persons who speak and understand languages other than Spanish are rare. While 78 percent of LEP students were Spanish-speaking, 64 percent of schools with LEP students had more than one foreign language represented; the mean was 3.5 languages per school.

Study of the Provision of Chapter 1 Services to LEPs
Completion Date: July 1991

This study, conducted by Westat, will provide case study information about the selection of LEP students to receive Chapter 1 services and about the types of services they receive under Chapter 1. This information will assist in formulating appropriate

guidance to local education agencies (LEAs) concerning the provision of Chapter 1 services to LEP students.

The objective of the study is to collect information on the following:

1) Procedures that LEAs establish to select LEP and non-LEP students for Chapter 1 that include: definitions, policies, and specific criteria;

2) Procedures that school personnel actually use for this purpose; and

3) Descriptions of educational services provided by Chapter 1 to LEP and non-LEP students, and how they differ.

Design of Prospects: The Congressionally Mandated Study of Educational Growth and Opportunity
Update: January 1993; Completion Date: September 1997

This congressionally mandated longitudinal study will focus on the effect of long-term participation in Chapter 1 programs on students' academic achievement, as well as on other behavioral outcomes such as reduced delinquency, truancy, and drop-out rates. The study will also chronicle the educational patterns of disadvantaged children to discover their prospects for educational attainment and employment over time. The contractor for the study is Abt Associates, Inc., with Westat, Educational Testing Service, and Johns Hopkins as subcontractors.

The study will entail six annual data collections in a nationally representative sample of schools. Data will be collected from approximately 18,000 first graders, 18,000 third graders, and 7,000 seventh graders in the base year. These three cohorts of students include students in special populations--limited English-proficient (LEP), migrant, American Indian, handicapped and non-public school, and will be followed for six years. In addition to student data, data will be collected from students' teachers, parents, school principals, and Chapter 1 district coordinators. An interim report is due to Congress by January 1993, and a final report by January 1997.

OBEMLA is adding funds to augment the LEP sample. Questionnaires will be translated into major languages spoken by LEP students for the families that require them. Due to costs, questionnaires will not be translated into other languages.

An Evaluation of the Title VII Education Personnel Training Program
Completion Date: September 1991

The Research Triangle Institute is conducting a two-year national study of the Education Personnel Training Programs located at four-year colleges or universities that certify and grant degrees.

The primary purpose of this study is to collect descriptive information on programs operating during the spring of 1991, and to track the career/academic activities of graduates.

The study will involve two distinct, but related data collection activities--questionnaires and site visits. The questionnaires are designed to collect descriptive information about program goals and administration, student recruitment and selection, student support and retention, program content and emphasis, graduation requirements, current student and graduate satisfaction and career activity, relationship of the program to its home institution, coordination of the program beyond the home institution, and program evaluation.

The National Education Longitudinal Study of 1988
Completion Date: September 1993

The National Education Longitudinal Study of 1988 (NELS:88) is a nationally representative longitudinal sample of 24,599 eighth graders in 1,000 schools. This longitudinal study presents information about factors that influence a student's academic performance and social development. The NELS:88 data relate to several of the national education goals: reducing the number of dropouts and students at risk, demonstrating competency in math and reading, and reducing the amount of drugs and violence in our schools.

NELS:88 is a powerful vehicle for examining at-risk issues. Among its special features are the following: it begins at eighth grade and has two-year follow-ups, an oversample of language minorities, and a sample of limited English proficient (LEP) students. Although the majority succeed in school, a large number of students are at risk of failing to achieve in school or of dropping out.

OBEMLA participates in NELS:88 by funding an augmentation of the sample of language minority youth. For the base year sample (1988), data were collected on 4,997 Hispanic, Asian/Pacific, and American Indian students. Of these, 2,200 were sponsored by OBEMLA funding.

In addition, during the first follow-up (1990), OBEMLA provided funds to NCES to identify, through sample freshening

techniques, 200 LEP students to add to the survey. This process increased the OBEMLA-sponsored augmentation of the NELS:88 sample to 2,400 students, including an estimated 744 Asian/Pacific Americans, 1,512 Hispanics, and 144 American Indians. The first follow-up survey will be completed later this year.

A field test for the second follow up was conducted during the spring of 1991, with the full scale study scheduled for the spring of 1992.

The Innovative Approaches Research Project (IARP)
Completion Date: September 1991

The IARP, directed by Development Associates, Inc., draws on innovative and effective instructional approaches to improve the quality of educational programs for language minority LEP students.

OBEMLA identified four critical areas to be addressed by the IARP: literacy instruction, science/mathematics instruction, dropout prevention, and the instruction of exceptional students. The objectives of the study are to:

- Identify promising "innovative" approaches to the education of LEP students in the four topic areas;
- Implement the approaches within school settings;
- Conduct research on the effectiveness of those approaches;
- Conduct outreach to practitioners, researchers, and policy makers at various stages of project implementation; and
- Prepare teacher handbooks to document the implementation procedures and technical reports to document the outcomes of the approaches for both teachers and students.

The four projects within IARP are Partners for Valued Youth: A Dropout Prevention Model; AIM for the BESt: Assessment and Instruction Model for the Bilingual Exceptional Student; Community Knowledge and Classroom Practice; and Cheche Konnen: An Investigation-Bases Approach to Teaching Scientific Inquiry.

The goal for each IARP research and demonstration project is to provide educators of language minority LEP students with effective instructional/intervention models which have a base in current research finding and which can be replicated in a variety of school settings.

A Descriptive Study of Title VII Family English Literacy Programs
Completion Date: September 1991

"A Descriptive Study of Title VII Family Literacy Programs" is the first study to collect descriptive data on the fifty-four Family English Literacy projects funded from 1985 to 1989. The study, conducted by the Atlantic Resources Corporation, will examine the projects and describe the participants, procedures, program features and characteristics, and strategies that parents can use to improve their English language skills and facilitate the educational achievement of their children.

Information from this study will be provided to the Department of Education and other government agencies interested in bilingual education, family literacy, and adult education.

Results of the study will provide the following information:

- Number and characteristics of project participants;
- Distinguishing characteristics of successful project models;
- Project characteristics that lead to successful literacy education;
- Characteristics that influence project participation and attendance;
- Characteristics that influence parents and family members to take a more active role in their children's education;
- Methods used to evaluate projects;
- Methods used to evaluate entry and exit literacy levels;
- Characteristics of the staff and staff training;
- Project features, successes, and problems.

An Evaluation of Refugee and Immigrant Programs
Completion Date: January 1992

The purpose of the study, conducted by the Cosmos Corporation, is to examine and describe the operations and utility of the Refugee Program and the Immigrant Program at the Federal, state, and local levels. Program operations will be described in terms of size, scope, degree of coverage of eligible children, administration, staffing, characteristics of eligible children, and local subgrant services and products. Program utility will be examined in terms of tangible outcomes of program services and the

perceived usefulness and future need of services and products on the part of program stakeholders. The extent and perceived usefulness of recent statutory and regulatory changes affecting program operations will also be examined.

The final report will summarize the results for each program and recommend ways to improve program operations and utility at the Federal, state, and local levels.

Descriptive Study of Exemplary Alternative Programs
Completion Date: December 1991

This is a three-year descriptive study of Significant Features of Exemplary Special Alternative Instructional Programs (SAIPs). SAIPs are alternatives to traditional bilingual schooling programs in that they deliver instruction primarily in English although a child's native language may be used for clarification. An SAIP is considered to be exemplary if it provides evidence of producing positive educational outcomes for LEP students. The objectives of the study are to:

- Establish criteria and a process for obtaining a study sample of nine exemplary SAIPs that provide educational services for language minority LEP students enrolled in elementary or secondary schools or in preschool programs:
- Identify, describe, and analyze significant features of exemplary SAIPs and the relation of these features to increasing positive educational outcomes for LEP students; and
- Compare significant features of exemplary SAIPs with effective educational practices identified in the research literature as producing positive educational outcomes for LEP students.

The Schools and Staffing Survey (SASS)
Completion Date: September 1990

The Schools and Staffing Survey (SASS) is an integrated survey of public and private schools, school districts, school principals, and teachers sponsored by the National Center for Educational Statistics (NCES). This survey, first administered in academic year 1987-1988, was conducted in 1990-91, and will be conducted every two years thereafter. SASS provides statistics on schools, teachers, and administrators in both public and private schools.

The purpose of the survey is to: 1) assess teacher supply and demand; 2) profile the teacher and school administrator work force; 3) describe the school as a workplace; and 4) describe the school

as a learning environment. The analytical objectives for SASS address five major areas: teacher supply and demand; the characteristics of the elementary and secondary teaching force, teacher workplace conditions, characteristics of school administrators, and school programs and policies.

With OBEMLA funds, NCES is conducting a supplemental survey to examine the aforementioned issues as they relate specifically to schools and teachers serving language minority students.

An Analysis of LEA Capacity Building
Completion Date: January 1992

ARC Associates is conducting a study of Bilingual Instructional Service Capacity Building Among Title VII Grantees. Grantees are expected to increase their internal capacity to serve LEP students without dependence on financial assistance from Title VII. Thus, "capacity building" refers to efforts of Title VII-funded projects to develop strategies to ensure that local and other funds are used to continue funding of services at the termination of Title VII funding.

The study has three major objectives:

(1) To conduct a nationwide survey that will describe both the capacity-building status of Title VII grant-supported instructional programs for LEP students and the circumstances that lead to that status;

(2) To identify and select a number of Title VII grant programs which are particularly successful in their capacity-building efforts; and

(3) To conduct extensive case studies of those identified exemplary efforts, and describe the circumstances, conditions, and strategies that lead to successful capacity building.

The study will result in three key reports. The first will be a product of the descriptive phase of the study and will focus on the findings of the survey. The second will be for Title VII practitioners and administrators implementing and improving local capacity-building efforts. The third will summarize major findings and recommendations based on a policy analysis of Title VII capacity building.

The Bilingual Fellows Study
Completion Date: September 1992

The MayaTech Corporation is conducting a survey of individuals and institutions that have participated in OBEMLA's Bilingual Fellowship Program from FYs 1979 to 1987. The collected data will provide information on the number of fellows, their rate of graduation, positions they held after graduation, their satisfaction with their training as well as the impact of the fellowship program on the field of bilingual education. Institutions of higher education, state education agencies, and local education agencies also will be surveyed to collect data on what they perceive is the impact of the Bilingual Fellowship Program. A report to Congress and a final report will be issued during FY 1992.

A Review of Local Title VII Project Evaluation Plans and Evaluation Reports
Completion Date: February 1992

This study, conducted by Development Associates, Inc., will examine and describe Title VII grantees' current evaluation practices and results. Local evaluations are being assessed in terms of the types and degree of complexity of practices, adherence to the statutory and regulatory requirements for evaluation, the utility of results, and how current practices and utility of results compare with the findings of earlier studies of Title VII evaluation practices.

The final report will summarize the results of data collection and analysis and include brief case studies of local evaluation practices. The final report will also provide recommendations to improve the quality and usefulness of local grantee evaluations in Title VII. Preliminary findings from October 1990 include:

- Only 54 percent of the evaluation reports were available at OBEMLA or at Grant and Contract Services (GCS). There is no systematic feedback to projects regarding the form or substance of their evaluation reports. There appears to be little or no use made of end-of-project evaluations by OBEMLA.

- Evaluation plans have improved in completeness and quality from 1985 to 1989; grantees who have had some contact with an Evaluation Assistance Center (EAC), or other resource, write better plans. However, there is wide variability in the completeness and quality of evaluation plans; the average plan has approximately 60 percent of the required components.

- Evaluation reports do not appear to have improved significantly from 1986 to 1990. The average report contains approximately 45 percent of the required components. Those districts which have separate research and evaluation divisions produce the strongest evaluation reports. Projects which do internal evaluations produce the weakest reports. Those produced by outside evaluators lie in the middle. Projects which have larger evaluation budgets also tend to have stronger reports.

The Small Business Innovative Research Program
Completion Date: April 1992

The Small Business Innovative Research (SBIR) program awards contracts to small businesses for research and development of educational materials. Phase I awards are for six months and support initial planning, research, and development. Phase II awards are for two years and support intense development and the final production of a resulting product. This product can be a computer program, a curriculum, instructional materials, or other products and can be marketed by the small business firm after the contract terminates. Each year OBEMLA selects a topic related to the instruction of limited English proficient students for SBIR competition and funds Phase I and Phase II awards.

A Descriptive Study of Content-ESL (English as a Second Language) Practices
Completion Date: June 1993

In keeping with its congressional authorization to sponsor research that strengthens the effectiveness of instructional programs for limited-English proficient (LEP) students, OBEMLA is sponsoring a descriptive analysis of content-ESL practices. Content-ESL integrates second language instruction with content (i.e., science, social studies, mathematics), or is integrated throughout the curriculum. This approach is in contrast with practices which exclusively focus on teaching English grammar, morphology and syntax, and often disassociate language learning from its functional, academic and social bases. Current research suggests that comprehensive academic experiences in all subjects throughout the LEP student's schooling has greater impact on second language learning and academic achievement than exclusive second-language instruction. The contractor for this study is the Center for Applied Linguistics.

There are widely divergent applications of cognitive/content-ESL and verbal interaction theories. These practices have not been systematically documented. The aim of this study is to provide an up-to-date descriptive database and analysis of actual implementations by practitioners using content-ESL approaches for

LEP students. The descriptive analysis of content-ESL programs will address, among others, the following questions:

- What is the educational training/experience and certification of teachers in such programs?
- To what extent and for what purpose(s) is the students' native language used?
- What instructional resources (including curricula) and materials are used in such programs?
- What special modifications are made when using content-ESL instruction with older students, with those whose schooling has been interrupted or who have no formal schooling? What level of English language proficiency do LEP students need to develop before receiving content-ESL instruction? Are there subject-matter "thresholds"?
- What level and forms of collaboration/coordination exist between the content-ESL teacher and the classroom/content teacher? How do these classes differ according to subject-matter and grade level? What are the differences between elementary and secondary requirements?

An Analysis of Title VII State Educational Agency Grant Report Requirements
Completion Date: April 1992

The Bilingual Education Act of 1988 provides for discretionary grants to state educational agencies (SEAs) to carry out data collection and reporting activities. The U.S. Department of Education depends on the various states' reports as one of the primary sources for obtaining a national profile about limited English-proficient (LEP) students. The Department, however, has not established data collection procedures or a report format. Thus, as the states' information is compiled, questions arise about the comparability, quality, and usefulness of these data.

Atlantic Resources, Inc., is under contract to conduct an analysis of the reporting requirements of SEA grantees. The analysis is designed to assess: 1) the quality and completeness of the Title VII SEA reporting requirements in light of existing statutory and regulatory requirements, 2) the usefulness of the SEA reporting requirements to the Title VII program, and 3) the feasibility of SEA collection of other related types of information. The analysis will contain recommendations on the significance of continuing or adding SEA report requirements relative to specific study questions, which are partially listed below. The consequent "study recommendations" will be considered by OBEMLA in determining policy on bilingual education and

recommendations to Congress.

All tasks in the study relate to the search for answers to the following partial list of questions, some of which may be future SEA grant requirements:

- What kinds of state and local education agency policies and regulations regarding LEP student instruction exist?
- What are LEP students' native language background and ethnicity?
- How many LEP educational personnel are there? What types of jobs do they perform and what are their qualifications?
- What types of instructional programs are offered?
- What information is there on LEP students' placement in special education, gifted and talented, and "at-risk" programs; and on LEP dropouts?
- What follow-up procedures are there on exited or mainstreamed students?
- How useful and how easily obtainable are current and potential data reporting requirements?

Descriptive Evaluation of the Special Populations Preschool Program
Completion Date: August 1991

Pelavin Associates, Inc., under contract with the Office of Planning, Budget and Evaluation, has examined, through mail and telephone surveys and case studies, the characteristics of those bilingual preschool projects funded in FY 1990.

Among the preliminary findings of the study are that:

- Projects exhibit a diversity in bilingual education teaching practices; some emphasize English, some the native language, and others place an equal emphasis on both. Some projects enroll only LEP children, and others believe these children learn English better by interacting with children who speak only English, and therefore enroll native English-speaking children as well.
- Some projects offer predominantly teacher-directed activities and focus on cognitive and language skills; others allow children to direct their own learning and progress at their own pace;

- In most projects, the ethnicity of the staff matched that of the children and some, if not all, of the staff spoke the language of the children;

- Children in all projects, including many who begin with no knowledge of English, are observed to gain skills in English;

- Kindergarten and first-grade teachers report project participants to be ahead of children who have not attended preschool in a wide range of cognitive, social/emotional, and motor skills needed by elementary school students, though no rigorous testing of these skills was conducted.

Descriptive Study of Services for Limited English Proficient Students
Completion Date: February 1993

Development Associates, Inc., will conduct this study to obtain current information on the educational services offered by local education agencies to LEP students. The study, through mail and telephone surveys and case studies, will provide information needed to prepare for the 1993 reauthorization of the Bilingual Education Act. The study will examine the extent to which services provided by LEAs assist LEP students in achieving the National Education Goals, and will examine issues of quality of instruction, program accountability, student identification and assessment, staff qualifications and training, cost of services, and parent involvement.

A Review of the Methodologies and Further Analyses of the Data from the National Longitudinal Study of Bilingual Education and the Immersion Study
Completion Date: July 1992

The Committee on National Statistics of the National Academy of Sciences, under contract with the Office of Planning, Budget and Evaluation, will review two recent studies of bilingual education: the National Longitúdinal Evaluation of the Effectiveness of Services for Language-Minority Limited-English-Proficient Students (Development Associates, Inc., and the Research Triangle Institute, 1990) and the Longitudinal Study of Structured English Immersion Strategy, Early-Exit and Late-Exit Transitional Bilingual Education Programs for Language-Minority Children (Aguirre International, 1991) -- summarized on pp. 53 and 54, above.

The National Academy of Sciences will:

- review the methods of data collection and analysis and

assess the validity and generalizability of the principal findings;

- assess whether additional analyses of the data from either study would strengthen or broaden the findings and, if so, recommend analyses that could be carried out; and

- explore ways to compare the different instructional strategies and provide advice to the Department of Education on commissioning and managing similar evaluation studies in the future.

If, in the panel's assessment, additional data analyses are warranted, and the Department of Education requests, the panel would then commission and review such analyses.